

The Malloy-Wyman Record: A Review Across Five Areas of Policy

January 5, 2011 – January 9, 2019



State of Connecticut
Office of Governor Dannel P. Malloy

The Malloy-Wyman Record: A Review Across Five Areas of Policy

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Contents

| | |
|--|----|
| LETTER FROM THE GOVERNOR..... | IX |
| EXECUTIVE SUMMARY | 1 |
| PROMOTING ECONOMIC DEVELOPMENT | 19 |
| Economic Development..... | 20 |
| Leading a Bipartisan Jobs Effort..... | 21 |
| Strengthening Advanced Manufacturing..... | 23 |
| Preserving the Naval Submarine Base and Strengthening Electric Boat..... | 25 |
| Investing in Bioscience..... | 26 |
| Bolstering the Insurance & Financial Services Sector | 28 |
| Green Jobs & the Economy | 29 |
| Nonprofit Sector..... | 30 |
| Digital Media | 30 |
| Technology and Innovation | 31 |
| Tourism..... | 31 |
| Modernizing Connecticut's Liquor Laws | 32 |
| More Work to Do | 33 |
| Enhancing Students' Post-Secondary Education Opportunities | 35 |
| Higher Education Expansion | 36 |
| Workforce Development | 38 |
| More Work to Do | 40 |
| Transportation | 42 |
| Investing in Infrastructure | 43 |
| Shoring Up the State Transportation Fund (STF) | 47 |
| Transportation Initiatives..... | 48 |
| Transportation for the Future..... | 50 |
| More Work to Do | 50 |
| Tackling Climate Change with a Cleaner, Cheaper, More Reliable Energy Policy..... | 52 |
| Climate Leadership..... | 53 |
| Smart Investments in Renewables, Efficiency, Grid Reliability, & Clean Transportation..... | 53 |
| More Work to Do | 58 |
| Agricultural Sustainability | 60 |
| Preserving Farmland..... | 61 |

| | |
|--|-----------|
| More Work to Do | 63 |
| PRIORITIZING LONG TERM FISCAL HEALTH | 65 |
| Responsible Budgeting | 66 |
| Investing in Connecticut..... | 68 |
| Paying Down Long-Term Liabilities | 71 |
| Budget Reserve Fund..... | 75 |
| More Work to Do | 77 |
| Long Term Fiscal Health: Pensions & Benefits..... | 79 |
| Facing Connecticut's Challenges..... | 80 |
| Instituting Change..... | 81 |
| More Work to Do | 85 |
| Government Efficiency & Modernization..... | 86 |
| LeanCT | 87 |
| IT Capital Investment Program..... | 89 |
| Open Data | 91 |
| Technology Improvements..... | 92 |
| Improved and Efficient State IT Infrastructure | 93 |
| Modernizing of the State Website | 93 |
| Online Publishing of State Regulations | 94 |
| Modernization of State Facilities..... | 94 |
| More Work to Do | 95 |
| REIMAGINING JUSTICE..... | 97 |
| Criminal Justice Reform..... | 98 |
| Reimagining Justice: Transformative Policy Changes | 99 |
| Prison Reform | 103 |
| Re-Entry | 105 |
| Leading the Conversation | 107 |
| A Focus on Victims..... | 108 |
| Outcomes | 110 |
| More Work to Do | 111 |
| Gun Safety Reform | 113 |
| Commonsense Gun Safety Reform..... | 115 |
| Breaking the Cycle of Violence | 117 |
| School Safety..... | 118 |

| | |
|---|------------|
| Mental Health..... | 118 |
| Continuing the Progress | 119 |
| More Work to Do | 120 |
| BUILDING MORE EQUITABLE COMMUNITIES | 123 |
| Early Childhood | 124 |
| Creation of the Office of Early Childhood..... | 125 |
| More Work to Do | 127 |
| Education..... | 128 |
| Transforming K-12 Public Education | 129 |
| K-12 Education: Other Initiatives..... | 132 |
| Outcomes | 133 |
| More Work to Do | 134 |
| Housing | 136 |
| Investing in Affordable Housing..... | 137 |
| Ending Homelessness..... | 137 |
| Innovative Housing Policy | 139 |
| Prioritizing Fair Housing..... | 141 |
| Superstorm Sandy Recovery..... | 142 |
| Crumbling Foundations | 143 |
| More Work to Do | 144 |
| Making Connecticut Healthier..... | 146 |
| Expanded Access to Health Insurance..... | 147 |
| Addressing the Opioid Crisis..... | 149 |
| Improved Quality of Health Care..... | 151 |
| Healthier Connecticut..... | 154 |
| More Work to Do | 155 |
| Reforming Connecticut's Child Welfare System – The Turnaround State | 158 |
| The Turnaround State | 159 |
| Engaging Families..... | 159 |
| Juan F. Exit Plan..... | 161 |
| Strengthened Protections for Minors | 161 |
| Behavioral Health | 162 |
| More Work to Do | 163 |
| Revitalizing Connecticut's Municipalities..... | 165 |

| | |
|---|------------|
| Supporting Connecticut's towns | 166 |
| Municipal Aid Grant Programs..... | 166 |
| Capital Investments in Urban Vitality | 167 |
| Transit Oriented Development (TOD)..... | 168 |
| Municipal Accountability Review Board (MARB)..... | 170 |
| More Work to Do | 171 |
| Protecting the Environment | 173 |
| Tackling Climate Change..... | 174 |
| Renewing Our Commitment to the Environment..... | 176 |
| Land Conservation & Park System Improvements | 177 |
| Land Reuse and Remediation..... | 179 |
| More Work to Do | 180 |
| CHAMPIONING SOCIAL PROGRESS..... | 183 |
| Fairness in the Workplace | 184 |
| Paid Sick Leave | 185 |
| Raising the Minimum Wage..... | 185 |
| Pay Equity | 186 |
| Fair Wages & Collective Bargaining..... | 187 |
| Earned Income Tax Credit | 188 |
| Promoting Workplace Civility..... | 188 |
| Fair Chance Employment | 189 |
| More Work to Do | 189 |
| Welcoming Immigrants and Refugees..... | 191 |
| Welcoming Refugees | 192 |
| Fighting Back | 193 |
| Supports for Immigrant Families..... | 194 |
| More Work to Do | 196 |
| Improving Resiliency & Disaster Relief..... | 197 |
| Successful Management of Eight Presidential Major Disasters | 198 |
| Enhanced Emergency Management Functions | 199 |
| Unified Command Response to Hurricane Evacuees | 200 |
| Cybersecurity | 201 |
| More Work to Do | 201 |
| Supporting the LGBTQ Community..... | 203 |

| | |
|--|-----|
| Strengthening Protections, Standing up to Discrimination, and Promoting Diversity..... | 204 |
| More Work to Do | 206 |
| Protecting the Right to Vote..... | 207 |
| Increasing Voter Participation | 208 |
| Modernizing Voter Registration | 209 |
| National Popular Vote | 210 |
| More Work to Do | 210 |
| Fairness for People with Disabilities..... | 212 |
| Efforts within the Disability Community..... | 213 |
| Increased Representation | 214 |
| More Work to Do | 215 |
| Diversifying State Government | 217 |
| Judicial Branch Appointments..... | 218 |
| Executive Branch Appointments..... | 219 |
| More Work to Do | 220 |
| APPENDIX | 223 |



STATE OF CONNECTICUT
GOVERNOR DANIEL P. MALLOY

Dear Friends,

In 2011, during my inaugural address to the Connecticut General Assembly, I remarked that transitions in gubernatorial administrations signify a conveyance of hope — the passage from one governor to the next not just of responsibility, but also of expectation and promise.

At the time, that hope had been newly entrusted to me and to the then-incoming Lieutenant Governor, Nancy Wyman. And like each administration that came before, and surely for each that will follow, we had to contend with a cavalcade of challenges facing the state at the time of our election. Together we prepared to confront the myriad issues — big and small — that would eventually come to define our own unique time in history.

For us, many of those issues were expected: our state and nation were grappling with the worst economic recession since the Great Depression, a problem that hit Connecticut particularly hard after decades of underfunding our pensions, pushing our problems out onto future generations, and failing to make the necessary investments in our economy and our infrastructure. Other issues we would face were less unexpected... epic storms the like of which Connecticut had never faced and, an unimaginable tragedy in a small town that left our state and its residents forever changed, and more recently, dramatic shifts in our national politics and national discourse that have shaken the foundation of our democracy.

Thankfully, Connecticut has a heritage of overcoming adversity with compassion, courage, and perseverance. Throughout our tenure, Nancy and I witnessed people of our state rise to the occasion, time and time again, making tough choices and never giving up. I am also proud of the progress my administration accomplished during that time and I am eternally grateful to all those who served in it. As our own Harriet Beecher Stowe said, “When you get into a tight place and everything goes against you, till it seems as though you could not hang on a minute longer, never give up then, for that is just the place and time that the tide will turn.” And she was right.

This document that follows is an effort to chronicle how the Malloy-Wyman administration grappled with the unique challenges of our time, how we handled things in those tight places before the tide began to turn. It is an overview of major state policy work, although it is by no means an exhaustive accounting. We hope that it is informative and useful for future governors, legislators, and state residents — not just for historical purposes, but for identifying areas where continued focus and future work is still needed. Because the truth is, there always remains more work to be done, and more progress to be made.

At the end of my second term as Governor, and as a new governor and a new administration readies to take over, I am more optimistic than ever about the future of our great state. Connecticut is a small state with a big heart, and I am confident that by continuing to work together, Connecticut will become an even better place to call home.

Serving as the 88th Governor of Connecticut has been the honor of a lifetime. Thank you for entrusting me with our state’s great promise during these eight years.

Sincerely,

A blue ink signature of Dannel P. Malloy's name.

Dannel P. Malloy
Governor



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Executive Summary



State of Connecticut
Office of Governor Dannel P. Malloy

Promoting Economic Development

In his first budget address to the General Assembly, Governor Malloy made it clear that economic development and jobs would be a defining priority for his administration. Over the following eight years, Connecticut pursued a consistent and comprehensive strategy to support both large and small employers, prepare the next generation of Connecticut workers for 21st century jobs, and invest in state infrastructure to the benefit of employers and state residents.

From 2011–2018, Connecticut focused on growth strategies to support its historic core industries — such as advanced manufacturing, insurance, and financial services — while also beginning new investments in burgeoning industries, including healthcare and bioscience, digital media, technology, and tourism. In fact, more than 100 new companies moved into Connecticut, including Charter Communications, NBC Sports, and The Jackson Laboratory. At the same time, the state cemented historic, long-term partnerships with large employers including UTC, Sikorsky, Electric Boat, Cigna, ESPN, Aetna/CVS, and Synchrony. While many of these agreements are still ongoing, their positive impact on the Connecticut economy are already clear.



**Private
sector jobs**

124,200 private sector jobs added since the recession



**Unemployment
rate**

Unemployment rate dropped from 9.3% in December 2010 to 4.4% in June 2018



**Fortune 500
companies**

Increased the number of Fortune 500 companies in the state from 11 to 17



**Job creation
& retention**

Assisted 2,100 companies in creating and retaining more than 119,000 jobs



September 21, 2016 — Governor Dannel P. Malloy and Lockheed Martin, a global leader in security and aerospace, announced that they had reached an agreement to retain and grow approximately 8,000 jobs at Sikorsky Aircraft until 2032, keep the Sikorsky headquarters in Connecticut, and increase investments in in-state suppliers. Sikorsky, which has been in Connecticut for more than 85 years, was purchased by Lockheed Martin from United Technologies in November 2015.

Enhancing Students' Post-Secondary Education Opportunities



Launched Next Generation Connecticut, a transformative, ten-year, \$1.5 billion investment in UConn targeted at increasing enrollment at the engineering school and encouraging more women to pursue degrees in STEM



Established 8 advanced manufacturing centers at CSCU



Highest per capita number of apprentices in New England with nearly 6,000 apprentices

The University of Connecticut and the Connecticut State Colleges & University (CSCU) systems are important economic drivers for the state, as their students seek higher learning in preparation for 21st century careers, and local businesses depend upon their graduates for a productive workforce. The Malloy administration created the Board of Regents for Higher Education, which brought 17 schools under one umbrella. It also made college affordability and accessibility a key focus and prioritized innovative apprenticeship programs to meet the growing needs of Connecticut's key industries. CSCU increased the number of advanced manufacturing centers from one to eight. And, UConn launched Next Generation Connecticut, a transformative, ten-year, \$1.5 billion investment in UConn targeted at increasing enrollment at the engineering school and encouraging more women to pursue degrees in STEM.

Connecticut has one of the oldest highway systems in the country, one that has been inconsistently maintained and often fallen into disrepair or obsolescence. For the safety of our citizens and the future strength of our economy, Connecticut must reverse this lack of investment in our economic arteries and turn this weakness into a strength. Governor Malloy continuously emphasized the critical importance of investing in infrastructure, laid out a long-term plan for growth, and oversaw the completion of numerous key projects around the state. During his administration, the state launched a visionary 30-year transportation plan and implemented a 5-year-ramp-up investment of \$2.8 billion in the most critical projects across Connecticut.

Let'sGoCT: A Plan for Better Transportation Infrastructure



Opened the Hartford Line in 2018



Launched CTfastrak, which exceeded expectations in year 1 and surpassed 15 million riders in 2018



Completed the Pearl Harbor Memorial Bridge — the largest project in DOT history — ahead of schedule and \$200 million under budget

Governor Malloy transformed Connecticut's energy policy to integrate the reality of climate change into decision making, positioning Connecticut as a national leader in cutting greenhouse gas emissions and significantly growing the clean energy economy. Following Governor Malloy's mantra of "Cleaner, Cheaper, and More Reliable" energy, the state successfully diversified its green energy portfolio, while building significant cost protections for commercial, industrial, and residential consumers. In so doing, the state diversified its energy resources bringing online more rooftop solar, fuel cells, offshore wind and anaerobic digestion. This emphasis led to a thriving green energy jobs sector that has quickly grown to meet demand.

Cleaner, Cheaper, More Reliable Energy



Created the first-in-the-nation CT Green Bank, helping more than 30,000 families and businesses lower energy costs saving more than \$1 billion



Created over 30,000 Connecticut jobs through combined investments in renewable energy and energy efficiency



Led the nation in reducing harmful greenhouse gas emissions and doubled the state's renewable energy goal from 20% by 2020 to 40% by 2030

Agricultural Sustainability



Created the Farmland Restoration Program, providing approximately \$3.9 million to complete more than \$9.5 million in farm projects



Increased Connecticut's agricultural base by more than 1,100 acres since 2011 with another 1,400 acres in the pipeline primed for investment



Protected 90 farms and 9,200 acres through the Farmland Preservation Program

Before Governor Malloy took office, Connecticut lacked the tools to sustain and increase healthy growth in the agricultural sector. Under Malloy's leadership and through the advocacy of farmers across the state, agriculture is not only thriving in Connecticut, but it is leading New England in the growth of new farms.

"This is a significant deal with wide-reaching ramifications. It ensures that great manufacturing jobs — thousands of them — will remain in Connecticut, and that Sikorsky's extraordinary record will continue to flourish for years and years to come right here at home."

— Governor Dannel P. Malloy

Prioritizing Long-Term Fiscal Health

The Malloy administration demonstrated a consistent commitment to balancing budgets, reducing long-term liabilities, and taking on the most pressing fiscal challenges facing Connecticut. From 2011–2018, Connecticut fully funded its required pension payment each and every year in office, and it did so in the face of slow growing or shrinking state revenues.



Governor Dannel P. Malloy addressing agency heads at an All Commissioners Meeting on January 5, 2011. One of Gov. Malloy's first priorities was to reduce the size of government while making it more efficient and responsive to Connecticut residents and businesses. During his tenure, the administration consolidated 81 state agencies into a total of 47 by 2018 while reducing the executive branch workforce to its lowest levels since the 1950's.

Responsible Budgeting



Held state spending growth to an annual rate of 2.6%, well below growth rates under previous administrations



More than \$2 billion left in a replenished Rainy Day Fund



Restructured the state employee pension system, avoiding massive balloon payments in ten years



3,700 fewer workers employed in the executive branch in 2017 than in 2010, a 13% reduction



28% growth in funding to Connecticut towns

In order to confront Connecticut's fiscal challenges, the Malloy-Wyman administration focused on capital investments, increased municipal aid and education funding, new resources for programs to help our neediest residents, and found ways to make government services more cost effective. In addition, the administration paid down long-term liabilities over time, saved costs by reducing staff, reduced future employee benefits, implemented modernized government services, and balanced the budget every year without relying on one-time measures and gimmicks.

Connecticut was an early adopter of offering pension benefits to state employees and local teachers, going back as far as 1939. These pensions reflect the promises the state made to workers — promises the state is obliged to keep. However, for decades the systems were starved by insufficient employer and employee contributions, unrealistic actuarial assumptions, and the underlying assets' under-performance in a volatile marketplace. As a result, Connecticut was left with two of the worst funded pension systems in the country, with an unfunded liability of more than \$20 billion for SERS and more than \$13 billion for TRS. However, thanks in part to critical steps taken by the Malloy-Wyman administration, Connecticut is finally moving in the right direction.

Long-term Fiscal Health: Addressing Pension and Benefits



\$40 billion saved through two historic concession agreements with state employees, including five years of wage freezes, and higher employee contributions for pension, health, and retiree benefits



Funded the full actuarially required pension payment each and every year in office

Government Efficiency and Modernization



81 state agencies consolidated down to 47 by 2018



Nearly \$300 million invested in IT to make state government more efficient and more user-friendly



All state regulations made easily accessible to the public online

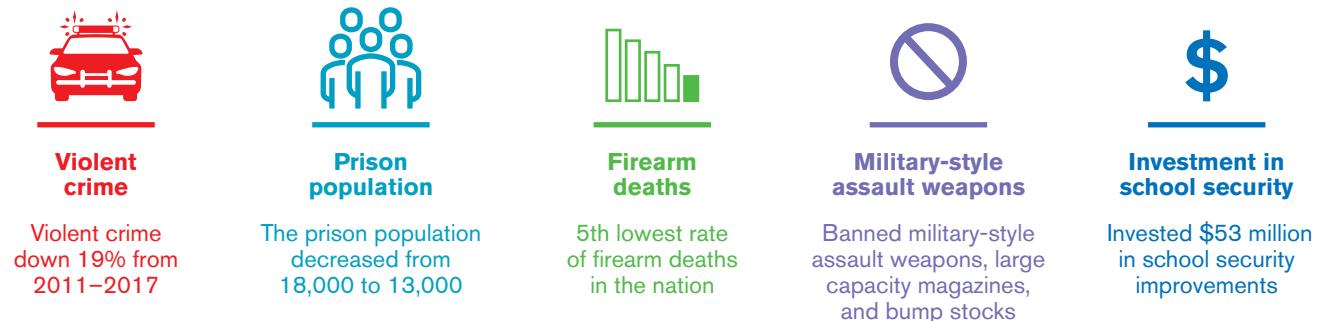
The rapidly changing pace of technology provides significant opportunities to transform how government provides services. Connecticut undertook initiatives to modernize the relationship between the state and its employees, Governor Malloy oversaw a major renewal of the technology state agencies rely on to provide responsive, cost-effective services. The state upgraded systems, implemented new technologies, enhanced security, and added new data centers to ensure business continuity.

"In my first budget address in February of 2011, I said the following: I'm not one of those people who dislikes government. In fact, I think government has done great things in the past, and can do great things in the future. But not in the form we found Connecticut's government in. And then I proposed changes. A lot of changes. Substantive changes. Changes all across state government."

— Governor Dannel P. Malloy

Reimagining Justice

Less crime means safer neighborhoods. It also means a reduction in state spending. Under Governor Malloy and Lt. Governor Wyman's leadership, Connecticut reimagined its criminal and juvenile justice systems with a focus on prevention and a fair opportunity for a second chance, rather than permanent punishment and stigma.



Governor Dannel P. Malloy, joined by Department of Correction Commissioner Scott Semple, discusses criminal justice reforms at the opening of a specialized Veterans Unit within the Cybulski Reintegration Center in Enfield on November 9, 2015.

Criminal Justice Reform



Crime at a 50-year low as of 2018, with violent crime down more than any other state between 2012 and 2016



Repealed the death penalty



Largest reduction in violent crime of any state from 2012 to 2017, while simultaneously seeing a continuous drop in recidivism



Decreased the prison population from 18,000 to 13,000, its lowest level since 1994, closing four prisons and the Connecticut Juvenile Training School



Implemented the nation's first intuitive, searchable Criminal Justice Information System

From 2011 through 2018, the state drastically reduced its prison population while simultaneously reducing recidivism and violent crime by implementing smart criminal justice policy, such as the decriminalization of possession of small amounts of marijuana, eliminating "cash-only" bail, and eliminating "school zone" mandatory minimums for drug possession, which disproportionately targeted people of color. Connecticut also strengthened protections to bring dignity and fairness to incarcerated persons, especially women. If current trends continue beyond 2018, Connecticut is poised to become the first state in the nation to cut its prison and jail population in half.

There is no corner of America left untouched by the plague of gun violence.

On December 14, 2012, Connecticut and the nation lost 26 lives — including 20 children — in a horrific mass shooting at Sandy Hook Elementary School. In response, state policymakers came together under the leadership of Governor Malloy — buoyed by unprecedented waves of activism from students and other grassroots supporters of gun laws — to pass some of the smartest, toughest, gun safety laws in the country. The state also strengthened protections for victims of domestic violence by prohibiting the possession of a firearm for individuals subject to a temporary restraining order.

Gun Safety Reform



Connecticut ranked fifth lowest firearm death rate — a rate that is less than half of the national average



Banned all military-style assault weapons, large capacity magazines, and bump stocks



Instituted universal background checks



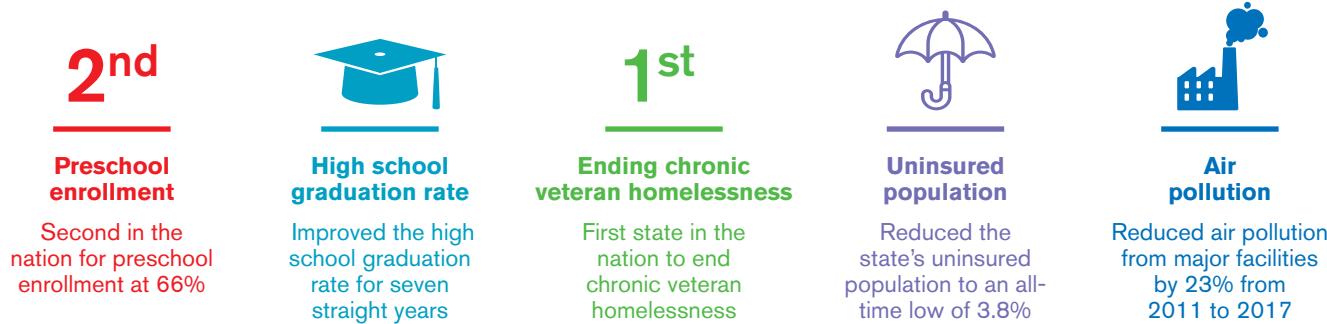
Prohibited the sale of long guns to anyone under age 18



Invested \$53 million in school security improvements across Connecticut

Building More Equitable Communities

The Malloy-Wyman administration believed strongly that government can and should play a role in making sure that every person has access to health care, a high-quality education, an affordable place to live, and other basic services that ensure every person — and especially every child — has a chance to succeed. Most importantly, Governor Malloy and Lt. Governor Wyman understood that these services must be equally accessible, regardless of what town someone lives in, or the color of their skin.



On April 11, 2018, Governor Dannel P. Malloy commemorated the 50th Anniversary of the passage of the Fair Housing Act with members of the Fair Housing Working Group by advocating for passage of legislative proposals that address historical housing segregation. These initiatives promoted housing choice and increased local accountability for meeting housing-related obligations.

Early Childhood Care and Education



2,124 new preschool spaces created across the state



#1 in the nation in percentage of children enrolled in Pre-K

In 2013, Connecticut consolidated all early childhood programs — previously housed across five agencies — under one roof. It was only the second state in the nation to streamline services in this manner, leading to improved programs and greater resources for children. The Malloy administration also made access to high-quality preschool a priority — particularly those from low-income families.

Guided by the belief that education holds the promise for people to reach their inherent potential regardless of their unique life circumstances, the Malloy administration implemented significant policy reforms in pursuit of a public education system that prepares students to succeed in college and 21st century careers. From early childhood through higher education, Connecticut made meaningful and substantial progress to improve public education under Governor Malloy's leadership.

Improving Students' Education Outcomes



Seven straight years of graduation rate improvement



87.9% graduation rate in 2017 represents an all-time high



Closed the black-white graduation gap by 30% between 2011 and 2017



More than \$1 billion invested in educational aid to help more than 200,000 students in chronically underperforming, high-need districts

"In the spirit of Dr. King, and to ensure we continue making progress in the months and years ahead, our state cannot turn a blind eye to the barriers that exist in our society. Access to opportunity through decent, safe, affordable housing should not be a politicized issue — it is a fundamental human right."

— Governor Dannel P. Malloy, April 11, 2018

Remarks on the 50th Anniversary of the passage of the Fair Housing Act

Investing in Housing



Invested \$1.42 billion in housing, leveraging an additional \$2.45 billion from other sources



Added 24,332 units of housing, of which nearly 22,000 are affordable



First state in the nation to end chronic veteran homelessness



Effectively ending chronic homelessness for persons with disabilities

Investments in affordable housing and efforts to prevent and end homelessness ranked consistently among Governor Malloy's highest priorities. Under his leadership, the state made an unprecedented investment in the preservation, rehabilitation, and creation of affordable housing — surpassing the efforts of the previous three administrations combined. Because of this progress, Connecticut is recognized as a national leader for efforts and success in preventing and ending homelessness and for the development of affordable housing.

Governor Malloy and Lieutenant Governor Wyman were champions for access to affordable health care and making Connecticut a healthier place

to live, work, and play. Under their leadership, Connecticut expanded access to and improved the quality of health care and took steps to also significantly control the cost of care. In addition, Connecticut met the opioid crisis head-on through the implementation of comprehensive, proven strategies. The state also focused on improving the health of kids with the creation of a universal childhood vaccine program, which led to a drop in cases of whooping cough (down 31 percent) and chicken pox (down 65 percent).

Making Connecticut Healthier



Reduced the state's uninsured population to an all-time low of 3.8%



Established Access Health CT, the most successful state-sponsored health insurance exchange



Expanded Medicaid coverage to an additional 240,000 adults



Transitioned more than 5,100 people out of nursing homes and into community-based care saving more than \$219 million

Under the leadership of Governor Malloy and Commissioner Joette Katz, Connecticut made substantial and meaningful reform of the state's child welfare system. The successful integration of data with actual, real life experiences led to Connecticut's current status as a national leader for child welfare system improvement. In response to the progress and other reforms made, the Annie E. Casey Foundation heralded Connecticut's Department of Children and Families as the "Connecticut Turnaround" in 2015.

Reforming Connecticut's Child Welfare System



10% reduction in the total number of children in care



74% decline in the number of children living in group settings



Doubled the number of youth living with a relative or other person the child knows well



Decreased out-of-state placements from 357 children in 2011 to just 11 children in 2018

Revitalizing Connecticut's Municipalities



Grew municipal aid from nearly \$4 billion per year to more than \$5.1 billion per year



Created the Municipal Accountability Review Board to support and oversee municipalities with distressed finances



Aided transit-oriented development in key corridors to boost local economies, incubate new businesses, and increase accessibility of transit systems



Invested \$206 million in brownfields, revitalizing more than 250 properties in 72 cities and towns, leveraging more than \$3 billion in other funds

Governor Malloy — with over 20 years of experience in Stamford's municipal government — was the first governor to serve as an urban mayor since Governor Thomas Meskill 40 years earlier. This background, along with his commitment to social justice and fairness in a state that has long favored suburban interest over those of central cities, led Governor Malloy to embrace policies that treat the state's urban communities more equitably, understanding their critical role in overall economic development.

Championing Social Progress

Connecticut has a well-earned reputation for fairness. In his 2018 State of the State Address, Governor Malloy said that “no matter your creed or culture, no matter when or how you or your ancestors arrived in this country, fairness is a common sensibility we all hold dear...and here in Connecticut, the pursuit of fairness has been a constant throughout our history.” During his two terms, the Governor built on that tradition by championing initiatives that promoted the fair and equal treatment of all Connecticut residents.

1st

Paid sick leave

Enacted the nation's first statewide paid sick leave policy



Tuition and aid for DREAMers

Granted in-state tuition at public universities for DREAMers and equalized access to institutional aid



Accessibility symbol

Updated International Symbol of Access for People with Disabilities

1st

Transgender inmate rights

Enacted first in the nation presumptive placement for transgender inmates



Female, racial, and ethnic representation

Increased female and racial and ethnic representation within the judicial branch by 10%



Governor Dannel P. Malloy accepting the John F. Kennedy Profile in Courage Award at the JFK Presidential Library and Museum in Boston on May 1, 2016. Governor Malloy received this distinction for welcoming refugees in Connecticut while other states were turning them away.

Fairness in the Workplace



Enacted the nation's first statewide paid sick leave policy



Raised the minimum wage — became the first state in the nation to reach \$10.10



Ended practices that perpetuate wage gaps such as pay secrecy and salary history



Implemented the state Earned Income Tax Credit to support hard working families



"Banned the box" on initial employment applications to ensure offenders receive a second chance

After the Great Recession, the economic gap between the rich and working poor grew further while many historically marginalized groups continued to be subject to harassment, oppression and unequal treatment in the workplace. In response, Governor Malloy fought tirelessly to improve fairness in the workplace by promoting safer working conditions, mandating critical employee protections, closing the gender wage gap, lifting low wage workers out of poverty, and providing formerly incarcerated people with a true second chance by removing barriers to employment. Many of these initiatives became rallying-cries for fairness across the country as other states followed Connecticut's lead.

During the eight years of his administration, Governor Malloy worked hard to ensure that Connecticut remained an inclusive and welcoming state to all. Connecticut has a long history of celebrating the immense value immigrant families bring to the state's communities and the contributions they make to the state's economy. These values were demonstrated throughout the Malloy administration as Connecticut welcomed refugees when others closed their doors, made higher education more accessible to undocumented youth, and created certain safeguards for immigrant communities in the state.

Welcoming Immigrants and Refugees



Governor Malloy received the prestigious JFK Profile in Courage Award for openly welcoming refugees to resettle in Connecticut



Enacted the TRUST Act to foster cooperation between immigrant communities and local law enforcement



Granted in-state tuition at public universities for DREAMers and equalized access to institutional aid



Issued drive-only licenses to undocumented residents

Improving Resiliency and Disaster Relief



Managed eight Presidential-declared Major Disasters



More than \$300 million in federal disaster aid administered



Standardized emergency management across all public and private sectors



Developed the nation's first Cybersecurity Strategy and Cybersecurity Action Plan to better protect the state and its residents from cyber attacks

Governor Malloy successfully managed eight major natural disasters by working with agencies, non-governmental organizations, and other non-profit partners. The Malloy administration continuously worked to ensure that the State of Connecticut is as prepared as possible for natural disasters and other major incidents to support residents as they try to recover from these catastrophes, as well as working with communities as they seek resiliency in their long-term planning.

Throughout his administration, Governor Malloy not only pushed back on attempts to restrict the rights of the LGBTQ community, but also introduced proactive measures to ensure that all residents of Connecticut can live safely and thrive.

Supporting the LGBTQ Community



Prohibited discrimination based on gender identity or expression



Banned the use of "conversion therapy"



Enacted first-in-the-nation legislation ensuring the fair treatment of inmates who are transgender



Issued travel bans for state business to states that enacted discriminatory policies targeting the LGBTQ community



Launched an initiative to recruit LGBTQ foster and adoptive parents

Diversifying Government



10% increase in female and racial and ethnic representation within Connecticut's judicial branch



50% female representation consistently held in the Governor's cabinet



Created cabinet-level role of Governor's Liaison to the Disability Community to give a stronger voice to people with disabilities



Nominated Connecticut's first openly gay state Supreme Court Justice

The Malloy-Wyman administration strongly believed that government should reflect the people it represents — from its agencies, elected officials, and our judiciary. Governor Malloy appointed many “firsts” to the judicial branch, created a new cabinet level position, and increased representation in state agency appointments.

“Americans are returning to the right idea that we should honor our history, who we are, and what we have said and done in the past. And there will be other occasions when we will be called upon do this — whether it’s standing up for transgender individuals or in the face of religious freedom laws that are nothing more than legal permission to discriminate. There will be other challenges to those basic freedoms that we hold dear. But let there be no doubt that there will be other Americans who will stand-up and say: ‘Not in my land. Not in my country. Not in my city. Not in my state.’ And we may in fact be drowned out from time to time, but we will return. Because America is a good place.”

— Governor Dannel P. Malloy

John F. Kennedy Presidential Library and Museum in Boston, May 1, 2016

Promoting Economic Development



State of Connecticut
Office of Governor Dannel P. Malloy

Economic Development

"Reinventing Connecticut is a broad idea that revolves around one central principle — creating jobs and spurring our economy." — Governor Dannel P. Malloy announcing approval of plans for the Jackson Laboratory for Genomic Medicine to build a research center and create hundreds of high-paying jobs in the state, January 5, 2012

In his first budget address, Governor Malloy made it clear that economic development and job growth would be a defining priority of his administration. Under his leadership, the state immediately developed growth strategies to support Connecticut's historic core industries — advanced manufacturing, insurance, and financial services — as well as begun new investments in burgeoning industries — healthcare and bioscience, digital media, technology, and tourism — designed to create jobs for the next generation.

Progress during the Malloy administration:

- Dropped unemployment rate from 9.3 percent in December 2010 to 4.3 percent in October 2018.
- Added **126,400 private sector jobs** and increased the number of new firm creation by 24 percent since the recession while Executive Branch staffing is at its lowest levels since the 1950's.
- Assisted 2,100 companies by June 2018, **creating and retaining more than 119,000 jobs** along the way. Prior to 2011, the state had only assisted 118 companies in the previous eight years.
- Cemented historic partnerships with large employers including UTC, Sikorsky, Electric Boat, Cigna, ESPN, AETNA, Synchrony, and many more, to ensure their corporate headquarters presence in Connecticut for the next generation.
- Increased the number of Fortune 500 companies in the state from 11 to 17.
- **Attracted more than 100 new companies**, including Charter Communications, NBC Sports, and The Jackson Laboratory.
- Created more than 30,000 Connecticut jobs through combined investments in renewable energy and energy efficiency.
- **Tripled the number of incubators in urban areas** with support from CTNext and Connecticut Innovations, and created 22 new accelerators contributing to a dramatic growth in the number of new ventures and entrepreneurs in the state.
- Invested approximately \$206 million on brownfields revitalizing more than 250 properties in 72 cities and towns, leveraging over \$3 billion in other funds.

Leading a Bipartisan Jobs Effort

In 2011, Connecticut continued to feel the impact of the Great Recession. In addition to balancing the state budget, the Malloy administration made economic development a top priority in order to create good jobs for Connecticut residents.

After passing a budget that closed a deficit of more than \$3.6 billion, Governor Malloy issued a call for a special legislative session focused on jobs and the economy. Leading into that session, the Governor embarked on a statewide tour to hear from residents and business owners for their ideas on legislation to support job growth, meeting with hundreds of companies across Connecticut. On October 6, 2011, Governor Malloy hosted an Economic Summit that combined experts and speakers from academia, the private sector, and government to discuss ways in which the state could lead the way in a 21st century economy. Later that month, he released a bipartisan strategic plan for reinventing Connecticut's economy and strengthening the state's overall competitiveness.¹ That plan, which has been updated², encompassed all key components aimed at driving economic growth including transportation, housing, education and economic development investments.

Ultimately, Public Act 11-1, *An Act Promoting Economic Growth and Job Creation in the State*³ passed both chambers of the General Assembly with an overwhelming bipartisan vote on October 26, 2011. The 2011 Jobs Bill:

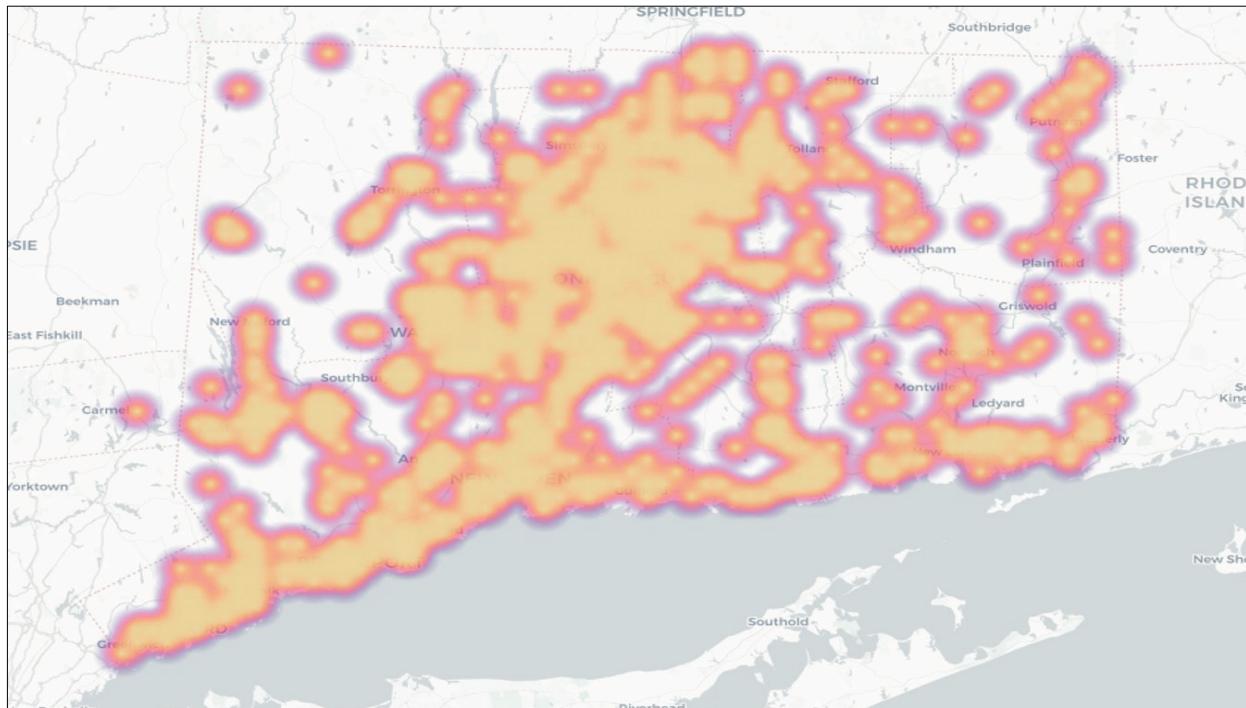
- Created the Small Business Express program, and directed \$180 million to support small business growth;
- Increased bond authorizations for the Manufacturing Assistance Act (MAA) by \$240 million;
- Authorized \$20 million for brownfield remediation;
- Shortened timeframes for obtaining critical permits and eliminated burdensome regulations;
- Created a new e-business portal to make it easier for companies to access programs and services;
- Included \$125 million for Connecticut innovations to make new investments in startup companies and to help build an innovation and entrepreneurship ecosystem;
- Increased the tax credit available to "angel" investors to spur private investment in high-tech and emerging technology startups;
- Included workforce development measures to align the state's talent pipeline to business needs; and
- Directed \$20 million to modernize advanced manufacturing programs within community colleges.

Small Business Express

The Small Business Express Program (EXP) was one of the first programs launched, designed to address the lack of capital available to small businesses after the great recession. The program quickly became a popular and effective tool to assist Connecticut's small business community.

Administered by the Department of Economic and Community Development (DECD), EXP provides small businesses with access to capital, job training, and encourages private investment and hiring. The program supports the retention and growth of small businesses in Connecticut using a streamlined process that provides financial assistance in the form of revolving loan funds, job creation incentives, and matching grants.

As of September 2018, DECD had awarded more than \$319 million through EXP to help more than 1,950 small businesses, ranging from "mom and pop" stores to advanced manufacturing firms. These companies are expected to create more than 8,000 jobs and retain more than 21,000 jobs.



Map of small businesses that participated in DECD's Small Business Express program since its launch in 2011.

Mid-sized Companies Help Drive Regional Economies

In addition to helping small businesses, the state recognized that medium and large-sized employers are invaluable contributors to the state's economy, and specifically to helping drive regional economies.

Since 2011, the state was an active investor in their growth through the Manufacturing Assistance Act (MAA). In particular, MAA supports companies in the state's most strategic industries, including advanced manufacturing, bioscience, and financial services. Between 2011 and 2018, MAA funds were used to assist 211 companies in 78 municipalities in the state's largest urban centers, suburban towns, and small rural communities. MAA-funded companies are expected to retain approximately 37,000 jobs and create 12,600 new jobs. Approximately \$587 million in total state assistance in this program has leveraged \$1.6 billion in private investment.

First Five Plus

As states face constant competition for business' facilities and headquarters, Connecticut's high quality of talent, strategic location, and unparalleled quality of life were a strategic asset in retaining and attracting employers to the state. Creating win-win partnerships with large employers and thought-leaders would help secure jobs for not just the current population of the state, but for generations to come.

To secure the long-term viability of our targeted industries, the First Five Jobs Initiative was created through Public Act 11-86, *An Act Creating the First Five Program*⁴ with bipartisan support of the General Assembly to provide assistance to large-scale business projects as a means of encouraging business expansion, relocation, and job creation. Companies participating in the program must promise to create 200 new jobs within two years or invest \$25 million dollars and create 200 jobs within five years.

As of September 2018, 19 businesses had participated in the program, including many household-named companies such as Cigna, ESPN, NBC Sports, Deloitte, Charter Communications, Pitney Bowes, Synchrony Bank, Henkel, Amazon, and Electric Boat.

Combined, the companies pledged to retain 30,164 jobs and create at least 4,000 jobs. As of May 2018, the companies had surpassed that goal and created 4,245 jobs. Additionally, these businesses bucked the trend of slow growth in large companies and brought significant economic value through their private investment of more than \$2.8 billion, leveraging 6.8 times the total state investment. The continued retention and growth of these major employers provides thousands of workers with high-paying jobs (average salaries of over \$125,000) and ensures the positive economic impacts of their presence in Connecticut continues to be felt for years to come.

Strengthening Advanced Manufacturing

With more than 4,500 manufacturing companies in Connecticut, advanced manufacturing is and will remain a critical part of Connecticut's economy. From 2011 to 2018, the state made significant investments to turn the industry around by ensuring all manufacturers had access to state-of-the-art technologies and equipment, as well as continued access to our highly skilled talent pipeline. These investments helped foster an environment of long-term sustainability and success for Connecticut manufacturers.

Going back to the 1980s, Connecticut lost 100,000 manufacturing jobs. In 2011, the state's response was to bring back advanced manufacturing by working with companies of all sizes, as well as universities and colleges to ensure Connecticut was best prepared to support advanced manufacturing work. Recognizing the rising global demand for aerospace and the evolving United States defense strategy, the state positioned itself to leverage these trends and build upon Connecticut's high quality, high-productivity, and location for precision manufacturing. In particular, the strategy was designed to:

- Build long-term relationships with the largest companies in the State of Connecticut;

- Ensure that small to mid-sized supply chain companies would benefit from growth happening across the sector;
- Develop a more robust pipeline of well-trained talent (from factory floor to Ph.D. engineers); and
- Provided companies with access to capital to strategically invest in equipment and people.

United Technologies

On February 26, 2014, a historic agreement with United Technologies Corporation (UTC) that ensured the Fortune 100 Company's presence in Connecticut for the next generation was announced. The agreement had, and continues to have, a positive impact on more than 75,000 jobs in the state.

Under the agreement, UTC pledged to invest up to \$500 million to upgrade and expand its aerospace research, development, and manufacturing facilities between 2014 and 2019. Overall, UTC expects to invest up to \$4 billion in research and other capital expenditures in the state.

In 2017, the United Technologies Research Center unveiled its new expanded \$60 million innovation hub on its East Hartford campus made possible by the collaboration with the state. UTC then committed to investments of \$75 million in an Additive Manufacturing Center of Excellence and a \$40 million Engine Compressor Research facility in Connecticut.

Sikorsky/Lockheed Martin

Sikorsky, headquartered in Connecticut for more than 85 years was purchased by Lockheed Martin in November 2015 from United Technologies. Competition ensued as Lockheed Martin considered numerous states for production of nearly 200 CH-53K King Stallion Helicopters — the world's premier heavy lift helicopter — for the United States Navy. Despite stiff competition, Lockheed Martin and Sikorsky chose to build in Stratford where they had access to skilled laborers and strong workforce.

The agreement with Lockheed Martin resulted in secured Sikorsky Aircraft's worldwide headquarters in Stratford through at least 2032, and a commitment to create and retain approximately 8,000 direct jobs. As part of the agreement, Sikorsky also pledged to nearly double its spending of \$350 million per year among in-state suppliers — a boon for the thousands of small and mid-size advanced manufacturers in Connecticut.

In exchange, the state committed financial incentives totaling up to \$220 million in earned annual grants and tax credits over the term of the agreement. Legislation approving this agreement was passed the General Assembly by an overwhelming, bipartisan vote of 35-1 in the State Senate and 136-6 in the House of Representatives.

Manufacturing Innovation Fund

With strategic investments in UTC, Sikorsky, and Electric Boat expected to result in a ramp up of production and hiring, the Manufacturing Innovation Fund (MIF) was introduced in 2014, to help small to mid-sized manufacturers in the state modernize, invest, and grow. Since the program's inception, MIF has strengthened the aerospace and shipbuilding supply chain, connected manufacturers with innovative new technologies, and updated the state's apprenticeship and training programs.

As of June 30 2018, the MIF had assisted more than 1,130 companies and invested more than \$58 million to help accelerate growth, cultivate talent, and boost investment in innovation.

Preserving the Naval Submarine Base and Strengthening Electric Boat

In 2011, the state recommitted to preserve and enhance the state's 150-year-old relationship with the U.S. Navy and the Submarine Base (SUBASE), which generates \$5 billion in annual economic activity and supports over 15,000 jobs. Connecticut has actively partnered with SUBASE by funding vital infrastructure improvements to support the base's national security mission. Thanks to this partnership, SUBASE, once pegged for closure, was described by Navy Secretary Ray Maybus as, "one of our absolute crown jewels," during a 2016 ceremony at which he presented Governor Malloy with the Distinguished Public Service Award — the U.S. Navy's highest civilian award for public service.

This commitment to the SUBASE was particularly crucial during the recent period of federal fiscal austerity (and Pentagon requests for another round of base closures) following passage of the Budget Control Act in 2011 which severely constrained the growth of defense funding. Despite tight budgets, SUBASE has thrived and modernized, in large part because of this unique partnership with the state. Navy Secretary, Richard Spencer, in a 2018 correspondence with Governor Malloy described it as a "model relationship for the rest of the country."

While investments in our submarine industrial base are concentrated in southeastern Connecticut, the impacts are felt statewide. For example, more than 900 suppliers in the *Virginia*-class program, are dispersed across all five of the state's congressional districts, with the largest concentration in central Connecticut's 1st District. All together, they supply more than \$1 billion worth of goods and services over a five-year period. Connecticut's continued support of the SUBASE will be beneficial for decades to come.

Transformation of the SUBASE

Over the last ten years, in partnership with Connecticut, the SUBASE has undergone a transformation as old infrastructure is demolished and replaced with modern capacity specifically designed for unique operations, specialized training and high-tech support functions associated with producing and maintaining our nation's submarine force.

Since 2011, Connecticut has invested more than \$16 million in improvements to the SUBASE, which included construction of new buildings to support operations and maintenance, construction of training equipment, utility upgrades to enhance efficiency, and purchases of land for encroachment mitigation on the northern, southern and western boundaries of the base.

Furthermore, the state initiated discussions with the U.S. Navy that resulted in two new projects to enhance the base. The first strengthens SUBASE's storm resiliency and provides energy security to the base by funding installation of a microgrid. This will allow SUBASE to disconnect from the community utility grid during a power disruption and dispatch power through the on-base microgrid to

mission critical loads, such as homeported submarines. The second project funds and relocates the main gate construction of a consolidated emergency management center to enhance SUBASE's military value and base security.

Central to the argument Connecticut advanced in the last Base Realignment and Closure (BRAC) round was that the SUBASE deserved greater credit for the unparalleled synergy created by the close proximity and interactions among so many public and private submarine defense industry and Navy organizations in Groton and New London. Submarines are designed and built at Electric Boat in Groton and all submarine personnel receive basic and advanced training at the Naval Submarine School on SUBASE. A navy SUBASE depended on securing Electric Boat, another goal achieved by the administration.

Electric Boat – General Dynamics

Connecticut-based General Dynamics Electric Boat (EB), is the world's premier designer and builder of nuclear submarines and one of the state's largest employers. Since 2011, the State and Electric Boat have collaborated on two historic investments, which affirm Connecticut's continued commitment to grow jobs and remain the global leader in the construction of nuclear submarines.

In October 2014, the state announced an agreement with EB to help finance the company's expansion in Groton. Under the terms of this agreement, DECD provided a \$10 million loan to EB in support of \$31.5 million project, led to the company adding 200 employees to its 8,700 workforce in July 2015.

In May 2018, Electric Boat and Connecticut reached a historic First Five Plus agreement supporting the company's major expansion, as well as maintaining its headquarters and primary submarine facility in the state. Through the agreement, 1,900 new Connecticut-based jobs in the state are anticipated and approximately 11,000 jobs will be retained. Senator Cathy Osten, a longtime supporter of job expansion and retention, played an integral role in the advancement of Electric Boat. The deal allows the company to retain and enhance its ability to bid competitively on U.S. Navy contracts, which will positively impact jobs for the next generation and beyond.

Under the agreement, the state committed to provide assistance over 17 years with certain minimum requirements, targets and associated benefits. This includes a sales and use tax exemption with a value of up to \$20 million related to capital expenditures of at least \$852 million, \$8 million for workforce development, \$20 million for assistance with dredging related to the company's growth, and the provision of a loan of \$35 million where loan forgiveness may be earned for achieving employment and supply company spend targets.

Investing in Bioscience

Healthcare and Bioscience promise to be strong drivers of employment in the coming decade. Traditional jobs in healthcare delivery will grow with the aging of the baby boomers and their need for additional healthcare services. Connecticut will see growth from its strong position in life sciences (including pharma, medical devices, and genomics) due to the strength of the university research

community — mainly the University of Connecticut (UConn) and Yale — and the strong array of companies expanding their Research & Development and manufacturing presence in the state.

Given bioscience's potential for growth and Connecticut's strategic location in the heart of the Knowledge Corridor, targeting strategic investments in the industry was an obvious choice. Bolstered by the state's educated and productive workforce, with the sixth highest percentage of science and engineering doctorates in the nation, Connecticut quickly established itself as a bioscience hub focused on job creation and economic growth.⁵

To leverage these strengths, the state made strategic investments. In 2011 the state undertook a major bioscience investment of \$864 million at UConn Health aimed to improve research and development at the Medical School. This was followed by Science Technology Engineering and Math (STEM) funding for UConn of \$1 billion over ten years. The goal was to dramatically increase our talent base in key science areas.

The Jackson Laboratory

To gain more momentum and be more competitive, the state also needed to attract more private sector participation. Governor Malloy's plan to invest in bioscience started with the recognition that investing in UConn Health would signal the state's commitment to the industry at large. This announcement quickly generated interest from The Jackson Laboratory (JAX), a world-renowned research institute.

In September 2011, the state announced a \$1 billion initiative with JAX bringing the lab's new personalized medicine facility to the campus of UConn's Health Center. JAX created 385 positions by 2018, achieving their commitment of at least 300 positions four years ahead of schedule.

Once JAX Genomic Medicine is fully developed, the institute is expected to employ 600 scientists and technicians in 250,000 square feet of state-of-the-art lab space. The total 20-year capital and research budget for the institute is projected to be \$1.1 billion, of which the State of Connecticut has approved \$291 million: \$192 million in a secured, forgivable construction loan and \$99 million in grants for research and related activities.

As of June 2018, the bioscience cluster in Connecticut was composed of nearly 39,000 employees at more than 2,500 companies.⁶ Many other bioscience entities identify Connecticut as a hub and have relocated to the state, significantly, Sema4 and SCA Pharmaceuticals.

Connecticut Bioscience Innovation Fund

The State of Connecticut demonstrated a commitment to facilitating forward-thinking work in the bioscience field with the creation of the Connecticut Bioscience Innovation Fund (CBIF) in 2013. As of June 2018, the CBIF had invested more than \$61 million in innovative and promising bioscience research and companies.

Bolstering the Insurance & Financial Services Sector

From 2011 to 2018, the state supported the insurance industry, making Connecticut an attractive home, through regulatory efficiency, premium tax reduction, incentives, and other reforms which solidified and grew the sector. For more than 150 years, Connecticut has been the center for insurance excellence. Connecticut leads the nation in insurance jobs per capita (2.6 percent), the insurance industry in the state accounts for nearly 60,000 direct jobs and 114,000 indirect jobs in state, and has the highest concentration of actuaries in the country.

This commitment to state-based insurance regulation gave Connecticut an important voice in national and international discussions to ensure the state's domestic insurance and reinsurance industry will continue to compete vigorously across the U.S. and globally. With 111 companies domiciled in the state — including industry leaders The Hartford, Travelers, Aetna, Cigna, Hartford Steam Boiler, Voya, Gen Re, and Odyssey — the Connecticut insurance industry accounts for \$170 billion in direct written premiums. In addition, the state has over 1,300 non-domestic insurance companies licensed to do business here.

Incubators

The insurance industry is utilizing technology and innovation to provide better service to its customers. Since 2011, Connecticut's solid industry base gave rise to companies like InsurTech, Connecticut's first insurance accelerator, which is increasing innovation and start-ups, as well as developing a strong pipeline of talent.

The state capitalized on the captive insurance market by enabling legislation and subsequent supporting legislation to create a captive insurance market, which did not exist before 2011. As of June 2018, the industry accounted for more than \$360 million in premiums and provided businesses of all sizes and disciplines with a tool to manage their costs. This gave rise, among other things, to Connecticut becoming a home to captive insurers created by some of the largest state-based corporations such as Aetna, Stanley Black & Decker, and Charter Spectrum, as well as mid-size employers like Masonicare, grocery chains, and the trucking and construction industry.

Hedge Funds and Venture Capital Investment

In addition to the robust insurance industry, Connecticut benefits from the presence of myriad of other financial services organizations, including private equity firms, hedge funds, venture capital firms, and several national and international banks. The finance industry in Connecticut is projected to grow by as much as 30 percent by 2024.⁷ In 2016, finance and insurance accounted for 12.8 percent of the state's gross domestic product.⁸ With more than 100,000 insurance and financial service employees, Connecticut has a vast array of talent in the industry.

The state is currently second in assets managed in hedge funds with more than \$300 billion managed by Connecticut firms. Given the strength of this sector and the large amount of data gathered by Connecticut companies, there is also growing presence of data analysis, data management, and cyber security firms in the state, including global companies such as Infosys and Gartner.

To support these key industries, the Malloy administration:

- Partnered with industry groups such as the Insurance and Financial Services Cluster to promote educational programs focused on the specialized accounting, actuarial, and legal aspects of the industry;
- Promoted Connecticut's regulatory environment and talent at conferences designed to attract firms from around the country and the;
- Extended tax and other incentives designed to promote the industry; and
- Signed legislation to protect Connecticut residents and employers from the negative effects of the federal Republican tax law that was adopted by Congress and signed by President Trump in 2017. Among the changes was a revenue-neutral tax on pass-through entities, fully offset by a personal income tax credit, which prevented Connecticut's small business owners from being targeted by the federal tax law.⁹

Green Jobs & the Economy

While Connecticut may not be rich in natural resources, it does have a vibrant green tech sector that has grown to 30,000 jobs, representing an important part of our state economy. A national leader in fuel cell manufacturing and home to a productive solar installation industry, Connecticut is now leveraging its manufacturing expertise to become the east coast hub for offshore wind assembly.

Fuel Cells

For fifty years, Connecticut has evolved fuel cells to be a viable alternative energy source. Under the leadership of the administration and the Representatives David Arconti and Michelle Cook, Connecticut's homegrown fuel cell sector benefitted and grew thanks to state support for long-term commitments investing in fuel cell deployment across Connecticut. Altogether, over the life of Connecticut's long-term procurements, the state will have invested nearly \$1 billion in incentives to deploy 100 megawatts (MW) of fuel cells throughout the state — a more significant per capita investment than states like California. With a strong manufacturing presence and industrial supply chain in Connecticut, the industry generates approximately \$601 million in revenue and investment annually.

Offshore Wind

As the price of offshore wind falls, Connecticut has seized this new opportunity. Governor Malloy called for the first significant state investment in wind energy, and in a 2018 procurement, 200 MW of offshore wind was added to the state's energy portfolio. With this wind contract comes a \$15 million private investment in infrastructure improvements to the New London State Pier to support construction and assembly on wind turbines and to spur significant economic development with additional offshore wind development. The wind project is expected to lead to the creation of more than 1,400 direct, indirect and induced jobs.

Finally, green tech jobs are precisely the kind of well-paying, skilled jobs that the state needed to invest in to cultivate a talent pipeline. In collaboration with our community colleges, the state helped to

initiate an Innovative Energy Management Associates program to close this workforce gap. [For more on fuel cells and offshore wind see “Tackling Climate Change with Cleaner, Cheaper, More Reliable Energy Policy” on page 52]

Nonprofit Sector

In 2011, the Governor’s Cabinet on Nonprofit Health and Human Services was established. Its purpose is to analyze existing public-private partnerships with respect to the state’s health and human services delivery systems and to make recommendations to the Governor to enhance the effectiveness of those systems in regard to client outcomes, cost-effectiveness, accountability and sustainability. Since its creation, the Cabinet has developed and presented 62 recommendations to the Governor based on the premise that a financially viable human services delivery system is vital to the health, quality of life and economic well-being of the state.

Nonprofits serve our neediest citizens, in many ways. In 2013, the state launched the first-ever Non-profit Grant Program (NGP), which funds capital projects for nonprofit health and human services providers. These projects enable community-based providers to undertake energy efficiency, building improvement, information technology and other capital improvement projects that create efficiencies and service delivery improvements. As of June 30, 2018, approximately \$105 million in NGP funding had been awarded, close to 600 projects, and another \$30 million in July 2018.¹⁰

Digital Media

Digital media is a fast-growing creative industry that is comprised of production and post-production facilities, digital animation, film, and gaming companies. Since 2006, average spending in this industry in Connecticut has been \$200 million per year.¹¹ Already home to many digital media industry giants such as ESPN and WWE, television networks such as YES and A&E, and talk show and digital movie studios like Blue Sky Studios, a division of 20th Century Fox, digital media was another industry the state targeted for growth.

Recognizing its potential, further the state supported attractive tax credit programs competitive with other key states. Additionally, the state fostered the creation of two UConn undergraduate degrees in digital media and design. The degrees are cross-disciplinary programs intended to give Connecticut students a competitive edge for career success in the rapidly growing job market and to provide employers with skilled talent they need to expand.

Connecticut’s favorable policies and efforts culminated in innovative and influential companies like NBC Sports, Charter Communications, and ITV relocating to Stamford, Connecticut.

Technology and Innovation

Connecticut has always been home to innovative people and companies. The state's highly educated and productive workforce provides companies of all types with a major competitive advantage.

Companies like Infosys and Ideanomics announced plans to establish operations in the state due to several competitive strengths. First, tech talent is easier to access and more affordable than many other metropolitan areas in the U.S. Companies understand Connecticut's cutting-edge educational systems produce an enormous level of talent that can drive future success and business growth. Second, the state's smaller size leads to easier access to leaders in business, government and capital providers helping enterprising companies grow and innovate.

In order to ensure that Connecticut maintained—and strengthened—its competitive position in the technology and innovation arenas, the state took the following steps:

- Provided \$125 million to Connecticut Innovations (CI) to accelerate growth in young, entrepreneurial companies. CI dramatically increased its work to support early stage companies with needed capital as well as the development of innovation ecosystems in the state through its subsidiary, CTNext. In 2017, CI invested \$38 million in 74 companies and had 158 companies in its portfolio as of June 2018.
- Seeded with \$10 million in the Tech Talent Fund, which is focused on building the high-tech workforce pipeline that employers need, both now and in the future. Major fund initiatives include new boot camps for in-demand IT sectors and technology internships support, bringing employers together with the talent around the state.
- Created the first in the nation, "Green Bank", to help companies and consumers finance clean energy projects to lowering their energy costs.
- Increased the number of bachelor's degrees in computer science at public colleges and universities by 136 percent and by 81 percent in private colleges and universities during that same period.
- Launched the Innovation Places program in 2017, designed to create compelling urban areas, which would welcome entrepreneurs, innovators and their business partners. Four cities in the state are now creating strategic place making investments in incubators and accelerators, mentor networks, bike paths, and other elements. Together, these changes are already helping the state dramatically grow the innovation sector, with new company creation up considerably in 2017.

Tourism

Connecticut's tourism marketing was practically non-existent before 2011, having at one point been reduced to a single dollar. This was allowed to happen despite the state's natural beauty, diverse arts community, cultural activities and events, and premier destinations being tremendous economic assets.

Connecticut went from being completely excluded from New England tourism maps to being a \$14.7 billion tourism industry. Key to the state's economic development strategy, and even in the midst of extremely challenging budget circumstances, Governor Malloy made tourism funding a priority once again. Connecticut launched the award-winning¹² "Still Revolutionary" marketing and branding campaign in 2012, including the new CTvisit.com, which promotes more than 4,000 different hotel, restaurant, attraction, and event partners. Since 2011, the state made huge gains in reestablishing as a prime Northeast destination.

After just four years of a renewed focus on the industry:

- Tourism contributed \$14.7 billion to the local economy in 2015 (total business sales) — a 4.6 percent increase since 2013.
- Tourism supported 82,688 direct jobs in 2015 — a 2 percent increase over 2013 — and 121,527 jobs were indirectly supported by tourism activities.
- One of every 18.8 jobs (5.3 percent) of all employment in Connecticut was supported by visitor spending in 2015.
- Tourism generated \$1.7 billion in tax revenues in 2015, including \$910 million in state and local taxes.
- Direct traveler spending totaled \$8.7 billion in 2015, up 5.1 percent from 2013.
- Traveler spending increased by \$1.5 billion since the recession — 20 percent higher in 2015 than in 2009.

Modernizing Connecticut's Liquor Laws

Connecticut's liquor laws are the most antiquated liquor laws in the country. These archaic laws have resulted in higher prices for Connecticut customers and lost sales to neighboring states.

Rolling Back Connecticut's Blue Laws

Prior to 2012, consumers could not legally purchase alcohol on Sundays in Connecticut. To make Connecticut competitive once again and to provide our citizens with convenience in their purchases, Governor Malloy introduced and signed into law Public Act No. 12-17, *An Act Concerning Competitive Alcoholic Liquor Pricing and Hours of Operation for Permittees*¹³. This law allows off-premises sale and dispensing of alcohol on Sundays from 10:00AM to 5:00PM and on the following holidays: Memorial Day, Independence Day, and Labor Day. In 2015, Liquor store hours were statutorily extended again by one hour each day for off-premises alcohol sales¹⁴. In addition to expanding store hours, the law also allows farmers market wine sales permittees to sell wine on any day between the hours of 8:00AM and 9:00PM.

Because the legislature was not prepared to fully eliminate the unfair "minimum bottle" pricing scheme, Public Act No. 12-17 took Connecticut a step forward by allowing retailers who sell for off-premise consumption to sell one item below cost each month.

Building off the 2015 reforms, Governor Malloy supported and signed legislation that¹⁵:

- Created an alcoholic manufacturer permit to allow manufacturers who produce less than 25,000 gallons of alcoholic liquor in a calendar year to sell, at retail, their product on their premises for off-premises consumption.
- Allow cider manufacturers to offer free samples of their product
- Created a farmers market beer sales permit that allows manufacturers to sell their product at up to three farmers market locations a year.

More Work to Do

While great strides were made over the last eight years, work remains to further increase economic activity in the state. With more than 126,000 jobs added since the recession, the state is on the right course. At the same time, many areas need continued attention.

If Connecticut wants to continue to be competitive, the state should focus its attention on retaining and supporting companies that are in targeted industry clusters where Connecticut has the best opportunity for growth: advanced manufacturing, bioscience, insurance and financial services, and tech-based areas such as green technology. With thousands of advanced manufacturing and technology jobs expected to come online because of strategic investments in these industries, Connecticut must continue to invest in STEM education, which provides the pipeline of talent that will be needed to fuel the state's economy.

A major focus should be to further enhance Connecticut's urban centers to attract a younger workforce. *Live, work, play* initiatives can be leveraged to highlight the state's cities as attractive alternatives to the big city congestion of the northeast. In addition, the state should continue to invest in the innovation ecosystem in our urban centers to foster both economic activity and urban excitement.

Transportation is another critical factor for companies in the state. Repeatedly, it is a decision factor in where businesses grow or relocate according to surveys. The state must continue to invest in infrastructure, including rail, highway, bus, bike, and high-speed internet.

While the economic development toolbox improved under the Malloy administration, restructuring of certain tax credits is in order. The most effective programs require recipients to deliver jobs, capital expenditures and other promises before they can receive financial assistance. In this way, the state is assured that the benefits the state incentivizes are delivered with positive return on state investment. Each of the tax credit programs should be reviewed to ensure they are endowed with these types of specific conditions for funding. We also strongly recommend that successful programs, such as the Small Business Express, Manufacturing Assistance Act, Manufacturing Innovation Fund, Bioscience Innovation Fund, be continued with a disciplined eye on producing a positive return on investment for the state. To be competitive globally, Connecticut needs to continue with strategically crafted and targeted incentive programs. With, close coordination with other state agencies can leverage community investments. Ensuring a cohesive strategy, across the state and with key business and local partners, will ensure more impactful investment for each economic development dollar spent. Further, to keep tourism growing and thriving in the state, there needs to be an increase in

the level of funding for the Statewide Tourism Fund, returning to at least \$15 million annually to ensure Connecticut is competitive with surrounding states. We also recommend that the state Welcome Centers be re-opened and appropriately staffed by tourism personnel.

In order to foster a more competitive marketplace for liquor and promote fairness to Connecticut consumers, the state-mandated price fixing mechanism known as “minimum bottle” needs to be repealed. Connecticut consumers deserve convenience that can support businesses of all sizes, craft breweries to family package stores and groceries. Connecticut’s package stores could also benefit by selling a wider variety of complementary products and filling craft beer. Another improvement for consumers would be to permit the sale of wine in grocery stores.

Successful economic development requires a comprehensive understanding of economic drivers as well as engagement with the critical stakeholders in the state. While much progress was made in the Malloy years, failure to continue to invest in the key levers of economic growth as described above could reverse the progress to our business climate.

¹ [Reinventing Connecticut: An Agenda for Action in the Special Session on Jobs](#)

² [2018 Economic Development Strategy](#)

³ [Public Act 11-1: An Act Promoting Economic Growth and Job Creation in the State](#)

⁴ [Public Act 11-86: An Act Creating the First Five Program](#)

⁵ 2017 Connecticut Economic Review, Eversource (DECD 2018 Strategic Plan)

⁶ Economic Modeling Specialists International, 2016 (DECD 2018 Strategic Plan)

⁷ Connecticut Economic Resource Center, 2014 (DECD 2018 Strategic Plan)

⁸ U.S. Bureau of Economic Analysis, 2016 (DECD 2018 Strategic Plan)

⁹ [Public Act 18-49: An Act Concerning an Affected Business Entity Tax, Various provisions Related to Certain Business Deductions, the Estate and Gift Tax Imposition Thresholds, the Tax Treatment of Certain Wages and Income and a Study to Identify Best Practices for Marketing the Benefits of Qualified Opportunity Zones](#)

¹⁰ [Office of Policy and Management: Success Stories of the Nonprofit Grant Program](#)

¹¹ [2018 Economic Development Strategy](#)

¹² Since its launch in 2012, Connecticut still revolutionary marketing efforts have been recognized with 34 awards for public relations, advertising, social media and website development from several prominent organizations, including the Public Relations Society of America (PRSA), Hospitality Sales & Marketing Association International (HSMAI), United States Travel Association (USTA), the CT Ad Club and International Economic Development Council (IEDC).

¹³ [Public Act 12-17: An Act Concerning Competitive Alcoholic Liquor Pricing and Hours of Operation for Permittees](#)

¹⁴ [Public Act 15-244: An Act Concerning the State Budget for the Biennium Ending June 30, 218 and Making Appropriations Therefor, and Other Provisions Related to Revenue, Deficiency Appropriations and Tax Fairness and Economic Development](#)

¹⁵ [Public Act 15-24: An Act Concerning Alcoholic Liquor](#)



State of Connecticut
Office of Governor Dannel P. Malloy

Enhancing Students' Post-Secondary Education Opportunities

"A highly-educated and skilled workforce will provide leading manufacturers with the means they need to expand, increase production, and create good-paying jobs with good benefits right here in Connecticut. Time and again, I hear from manufacturers about their need for workers equipped with the tools necessary to fill some of these in-demand, modern technology manufacturing positions. To compete, we must show these employers that we are training our students for real-world jobs they want to fill." — Governor Dannel P. Malloy announcing an expansion of advanced manufacturing programs at the state's community colleges, September 2014

The University of Connecticut and the Connecticut State Colleges & University systems are crucial economic drivers for Connecticut, as local businesses are dependent upon graduates for their workforce. These needs span industries from insurance to bioscience, finance, and advanced manufacturing. With new demands and pressure on higher education institutions to give students the necessary knowledge and skills to secure and thrive in 21st century jobs, the Malloy administration made college affordability and accessibility a key focus. Additionally, the administration prioritized innovative apprenticeship programs to meet the growing needs of the state's key industries.

Progress during the Malloy administration:

- **Made historic investments in its institutions of higher education**, including Next Generation Connecticut, a transformative, ten-year, \$1.5 billion investment in UConn that increased enrollment, with specific growth at the engineering school and among women pursuing Science, Technology, Engineering and Math (STEM) degrees.
- **Created the Board of Regents for Higher Education**, bringing 17 schools under one umbrella — CSCU to improve outcomes for students and streamline functions.
- Granted in-state tuition and financial aid to eligible DREAMers.
- Grew the CSCU system's advanced manufacturing centers from one to eight to better develop a pipeline of skilled workers for Connecticut's manufacturers.
- With nearly 6,000 apprentices, Connecticut has the **highest per capita number of apprentices in New England**, having expanded its footprint into insurance and nursing occupations, and is developing apprenticeships in banking and cybersecurity.

Higher Education Expansion

Creation of the Board of Regents for Higher Education

In 2011, Governor Malloy spearheaded the transformation of the state colleges and university system to address three areas of concern:

- (1) Connecticut's rate of increase for young adults with degrees dropped to 34th out of 50 states while nearly every state was growing in the percentage of adults with degrees;
- (2) college tuition was rising at the same time students were taking longer than two or four years to complete their degrees, if they even reached graduation; and
- (3) The Connecticut State University System and community colleges spent less of its total operating budget on teaching than comparable northeastern states.¹⁶

It was long past time to provide Connecticut's young people with a competitive edge. Students who attended the state's universities, community colleges, or Charter Oak State College needed student-friendly pathways to help overcome challenges that prevent timely graduation. Moreover, students demanded efficient transfer of credits, while employers demanded career-oriented programs.

The sweeping plan to overhaul the state's higher education governance structure and organization was aimed at ultimately providing more resources for classroom teaching and instruction and, thus increasing the number of students receiving degrees. The Connecticut State University System, Connecticut Community College System, and Charter Oak State College merged to form the Connecticut State Colleges and University System (CSCU) bringing 17 schools under one single Board of Regents to improve outcomes for students and streamline functions to the benefit of students, faculty, and staff.

Under the new Connecticut State Colleges and University System, several forward-thinking initiatives were established to the benefit of students:

- Advanced manufacturing education expanded from one program at Asnuntuck Community College to eight Advanced Manufacturing Centers across the state, tripling the number of students enrolled in these programs and feeding a tremendous workforce need.
- After years of delay, a simpler credit transfer process was put in place enabling students to complete degrees across different campuses in the system. As of June 2018, these pathways are available in 26 major areas of study benefitting more than 3,500 students by 2018.
- The Student Success Center launched the “Guided Pathways” initiative, part of a national movement to help students efficiently earn credentials, transfer, and attain jobs with value in the labor market.
- To increase enrollment and hold down the tuition increases for Connecticut students, the Board of Regents chose to offer in-state tuition to students from bordering states.
- The Second Chance Pell program launched at four community colleges offering eligible inmates the opportunity to pursue a postsecondary degree improving their chances of getting

a job upon re-entering the community after incarceration. CSCU has had tremendous success with this pilot. Over the past year and a half, it has helped 962 students pursue a post-secondary education, with 61 of them completing a certificate or degree in spring 2018.

[For more on the Second Chance Pell program in the Criminal Justice Reform chapter on page 103]

Transformation of the state's colleges and universities is not a simple process. In 2018, efforts continued to consolidate duplicative functions at the university and community college level with a laser-like focus to improve academic funding and the student experience.

UConn Expansion

Under Governor Malloy's leadership, the state's flagship, University of Connecticut (UConn) undertook two major expansion efforts. First, Bioscience Connecticut, an \$864 million investment in UConn Health, improving UConn's capacity for bioscience research and development was launched. Through Bioscience Connecticut, a new hospital tower was built, business incubator space at the university doubled. This investment was also instrumental in helping Connecticut land the acclaimed Jackson Laboratory for Genomic Medicine, co-located on the UConn Health campus.

Second, Next Generation Connecticut, a transformative \$1.5 billion investment in UConn over ten years was initiated to increase enrollment, specifically at the engineering school and among women pursuing Science, Technology, Engineering and Math (STEM) degrees.¹⁷ As of 2018, new science and lab space was under construction and a new state of the art dormitory was completed with a makerspace and an idea lab. [See more on the UConn Expansion in the Economic Development chapter on page 20]

Furthermore, in August 2017, UConn opened a new, modern branch campus in downtown Hartford with 3,000 students and 200 faculty. Additionally, the state invested in and opened a new residence hall on UConn's fast-growing Stamford campus to house 300 students.

In 2017, UConn was ranked number eighteen among U.S. News & World Report's list of the nation's top public universities — the university's highest ranking to date.

Improving College Affordability

In 2015, Governor Malloy proposed and signed Public Act 15-200, *An Act Concerning the Duties and Authority of the Connecticut Higher Education Supplemental Loan Authority* to more easily refinance student loans at lower rates through the Connecticut Higher Education Supplemental Loan Authority (CHESLA).¹⁸ The rates offered by CHESLA in 2018 for in-school loans was 4.95 percent and refinancing loans started at 4.75 percent.

To help families start saving for college at birth and prevent onerous student loan burdens, CHET Baby Scholars was created to encourage opening a college savings accounts for newborns and newly-adopted children.¹⁹ Once an initial contribution is made, the state contributes a matching grant to incentivize the practice of routine contributions. As a result, Connecticut was recognized in 2017 for the significant uptick in the number of CHET college savings accounts opened between 2014 and 2017. As of June 30, 2018, more than 8,300 accounts have been opened in Connecticut.

DREAMers

Accessibility to higher education for all has been a top issue for the administration. Undocumented students have attended American elementary and high schools and have long been a vital part of the state's communities. Denying undocumented students or DREAMers, access to affordable higher education goes against the very core of Connecticut's identity. DREAMers deserve to continue their education so they can join the workforce and give back to the state they know and love as their own. Immigrant families bring value to the state's communities and contributions to the economy. A comprehensive report²⁰ published in 2016 by the New American Economy found that immigrants in Connecticut pay \$6.2 billion in local, state, and federal taxes and represent \$14.9 billion in spending power.

In 2011, Governor Malloy introduced and signed Public Act 11-43, *An Act Concerning Access to Postsecondary Education* granting in-state tuition to undocumented students at Connecticut's public higher education institutions for the first time.²¹ Four years later, he introduced and signed into law Public Act 15-82, *An Act Concerning In-State Tuition Eligibility* expanding access and easing requirements for undocumented students to access in-state tuition.²² Finally, in 2018 the Governor supported and signed Public Act 18-2, *An Act Assisting Students without Legal Immigration Status with the Cost of College*²³ making institutional aid available to undocumented students.

Additionally, Connecticut began participating in an initiative called "The DREAM.US" to give hundreds of DREAMers who live in 'locked out' states — those that don't offer in-state tuition to undocumented students — the chance to earn a college degree. The partnership provided funding for up to 500 out-of-state students to attend either Eastern Connecticut State University or Delaware State University.

Workforce Development

Advanced Manufacturing Centers

In 2011, the state had only one advanced manufacturing program, located at Asnuntuck Community College. To develop a talent pipeline of skilled workers for Connecticut's manufacturers, Connecticut invested \$10.2 million in capital funds to expand the advanced manufacturing program extensively across the state. Ultimately, this led to seven additional centers located at Housatonic, Naugatuck Valley, Quinebaug Valley, Manchester, Middlesex, Three Rivers, and Tunxis community colleges, as well as upgrades to the original Asnuntuck campus. This investment tripled the capacity of the advanced manufacturing center program.



United Technologies Corporation Chairman and CEO Louis R. Chênevert takes Governor Malloy on a tour of the Pratt & Whitney Engine Center in Middletown. (April 5, 2011)

Upon completion of the advanced manufacturing program, students graduate with 34 college credits, a certificate in Advanced Manufacturing Technology and the opportunity to obtain at least four nationally recognized industry credentials. Over seven years, approximately 3,500 advanced manufacturing students graduated and benefitted from a 95 percent employment placement rate.

Apprenticeship

To meet growing workforce demands, particularly in the advanced manufacturing sector, the Malloy administration prioritized apprenticeship opportunities to create careers for Connecticut residents. Registered Apprenticeships offered through the Connecticut Department of Labor's (CTDOL) Office of Apprenticeship Training provide the opportunity to earn a wage and progress in a well-paying career track through a combination of on-the-job and classroom training. Apprentices also earn a portable credential recognized in any state. Currently there are 6,343 registered apprentices in the state — approximately 40 percent increase from 2013.

In 2011, Registered Apprenticeships in Connecticut were mainly found in the construction industry. As of 2018, thanks to state and federal support, Connecticut partnered with public and private entities to successfully expand the apprenticeship concept to the advanced manufacturing, health care, nursing, information technology, and insurance industries. Additionally, new models were in development for the banking and cybersecurity fields. In particular, Registered Apprenticeship expanded to schools, large companies that had long-ago abandoned these programs, and in smaller companies

struggling to find skilled employees to meet growing demand and a changing economy. The State Manufacturing Incentive Fund Apprenticeship Program provided \$10.7 million for manufacturers to provide wage subsidies and reimbursements to apprentices, serving approximately 455 individuals. Additionally, the state was awarded several federal grants to support an additional 800 apprentices. In all, as a result of targeted investments in apprenticeship programs:

- The number of registered apprentices and pre-apprentices in Connecticut grew by approximately 40 percent or nearly 2,000 individuals;
- The number of apprentice sponsor employers grew from 1,405 in 2011 to 1,674 in 2018;
- Connecticut had the highest per capita number of Registered Apprentices in New England according to the U.S. Department of Labor;
- Expanded apprenticeship opportunities, including coming soon, opportunities in the cyber and banking industries.

On the local level, partnerships with the business community are critical if we are to sustain a competitive workforce in Connecticut. The existing CTDOL and DECD partnership program enables manufacturers to transform into innovative technology-driven businesses in engineering, bioscience and allied health by offering offers matching funds for advanced training to an employer's workforce. Of the more than 320 employers participating, 61 percent expect that upgraded employee skills will increase production.

More Work to Do

Despite the many efforts to improve our higher education system and expand our workforce development programs, work remains to be done in order to sustain and build upon the progress made. Both higher education systems — UConn and the Connecticut State Colleges and Universities must continue to be well-funded to prevent sharp increases in tuition and sustain their key roles in supporting Connecticut's economy. In order to maintain a world-class flagship university, the state must continue to invest in UConn's students and research faculty. The Bioscience and Next Gen initiatives must be supported if more students, major Connecticut employers and the growth areas of Connecticut's economy are to benefit.

Furthermore, the CSCU system also must be funded in its transition and with a renewed focus on the student experience to significantly improve post-secondary education credential attainment and meet workforce demand. While much progress was made, efforts to consolidate functions and improve the student experience must continue.

More broadly, the next administration should aggressively work towards achieving the higher education goals adopted in 2015²⁴ (CGS Sec. 10a-11c). These goals include increasing the education attainment of Connecticut's residents — by 2025 at least 40 percent of Connecticut adults should hold bachelor degrees and 30 percent should hold associates degrees or postsecondary credentials - to ensure that the state has a globally competitive workforce with the skills required to meet our major employers' needs. Policy alignment and implementation across state government should be based on a strategic plan with metrics to track progress toward the statutory goals. Any metrics

should be reported annually so that the state is held accountable to the vision of Connecticut we all want to see. Without transparent metrics, there will be no incentive for change.

To achieve these goals the next administration should focus on college persistence — the continued enrollment of a student in a degree program leading toward the completion of the program, and retention of students by tackling barriers that prevent students from completing their degrees in a timely way. It is imperative that the state operate with an equity mindset seeking to help underserved populations attain credentials and degrees. This means serving three distinct populations — vulnerable high school students, first in the family college students and adults who left college — differently than in the past.

Connecticut made great progress on apprenticeship programs and should strive to scale them up to keep up with the growing demand for a skilled, well-prepared and inclusive workforce pipeline for this century. Proven and effective workforce training and apprenticeship programs should expand to meet employers' actual needs. Existing effective programs need to be brought to scale, not simply duplicated. In particular, the state should expand the number of students served by advanced manufacturing centers to help fill the thousands of highly-skilled jobs that are currently open and will come online as a result of historic state investment at Pratt & Whitney, Sikorsky and Electric Boat. The partnership between CTDOL and CSCU should continue to further develop apprenticeship opportunities at the community colleges to train a skilled workforce to meet Connecticut employers' needs.

In addition, the state should foster dual track opportunities for high school students to pursue high school diplomas and associate's degrees simultaneously, building upon the success of the CT-ECO and P-Tech initiatives. The state should further use and expand the credit transfer and articulation process and the "Guided Pathways" initiative, to support these students whether they are in certificate, associate degree, or four-year degree programs.

Also, the state must continue to expand Registered Apprenticeships. With the increase in advanced manufacturing jobs and a large percentage of the existing workforce planning to retire in five years or less, apprenticeships offers opportunities to connect businesses with a skilled workforce. Going forward, Connecticut needs to further expand apprenticeships in advanced manufacturing, information technology and business services.

¹⁶ [Public Act 11-48: An Act Implementing Provisions of the Budget Concerning General Government](#)

¹⁷ [Public Act 13-233: An Act Concerning Next Generation Connecticut](#)

¹⁸ [Public Act 15-200: An Act Concerning the Duties and Authority of the Connecticut Higher Education Supplemental Loan Authority](#)

¹⁹ [PA 14-217 An Act Implementing Provisions of the State Budget for the Fiscal Year Ending June 30, 2015](#)

²⁰ [New American Economy 2016 Report: The Contributions of New Americans in Connecticut](#)

²¹ [Public Act 11-43: An Act Concerning Access to Postsecondary Education](#)

²² [Public Act 15-82: An Act Concerning In-State Tuition Eligibility](#)

²³ [Public Act 18-2: An Act Assisting Students without Legal Immigration Status with the Cost of College](#)

²⁴ [Connecticut General Statutes Sec. 10a-11c. Goals and policies of higher education in the state.](#)



State of Connecticut
Office of Governor Dannel P. Malloy

Transportation

"If we want to improve our state's economy, if we want to grow jobs and support business, then we must make these crucial investments in our infrastructure." — Governor Dannel P. Malloy announcing approval of his Let's Go CT! initiative to modernize the state's transportation infrastructure, July 28, 2015

Connecticut has one of the oldest transportation systems in the country, a system that has been inconsistently maintained and at constant risk of falling into disrepair or obsolescence. For the safety of our citizens and the future strength of our economy, Connecticut must continue to prioritize investments in our economic arteries and turn this weakness into a strong foundation for economic growth.

Progress under the Malloy administration:

- Launched a visionary 30-year transportation plan and implemented a 5-year-ramp-up **investment of \$2.8 billion** in the most critical projects across Connecticut.
- **Completed and opened the Hartford Line** to provide those living, working or traveling between New Haven, Hartford and Springfield with high speed, regional rail service; and spurred economic development.
- Ensured a constitutional "lockbox" for transportation was on the November 2018 ballot.
- **Launched CTfastrak**, which **exceeded ridership levels not expected until 2030** in its first year of operation and surpassed 15 million riders in 2018; and spurred economic development.
- **Completed the largest project in CT DOT history** — the Pearl Harbor Memorial Bridge — ahead of schedule **and \$200 million under budget**.
- Revamped and modernized CTDOT's project delivery and construction processes to facilitate faster, more, efficient delivery of projects at a lower cost and with less disruption of traffic.
- Secured ½ a cent from sales tax for the State Transportation Fund and weaned Connecticut off of using transportation funds to supplement the general fund.

Investing in Infrastructure

Let's Go CT

In February of 2015, Governor Malloy released the \$100 billion, 30-year transportation plan known as *Let's Go CT!*²⁵ After working with residents, businesses and stakeholders, this bold vision for a first-in-class transportation system included — two-thirds of this bold vision is dedicated to upgrading to upgrading the state's transportation infrastructure. The additional projects and initiatives represent important, strategic investments to increase safety, decrease congestion, help attract and retain a highly talented workforce, ease movement of people and goods, improve quality of life, and position Connecticut for sustained economic success.

This renewed focus on Connecticut's infrastructure resulted in major accomplishments — across all modes of transportation and regions of the state — that will continue to bolster the state's economy for years to come. Investments in the state's airports, marine ports and harbors, transit-oriented development (TOD), brownfield remediation, multi-use trails and surface transportation infrastructure and transit systems began to bear fruit during the Malloy years.

In addition to the 30-year transportation plan, Governor Malloy implemented a 5-year-ramp-up of the transportation program with a focus on the most critical investments across the state.

CTrail: Hartford Line

Governor Malloy worked tirelessly to develop commuter rail service along the New Haven-Hartford-Springfield corridor, emphasizing that a more active rail line in the region is crucial to making more livable communities, attracting businesses and skilled workforce, and keeping the economy moving.

The Hartford Line represented a broad partnership between the State of Connecticut, Amtrak, and the Federal Railroad Administration, as well as the states of Massachusetts and Vermont. The goal was ambitious — to provide those living, working or traveling between New Haven, Hartford and Springfield with frequent, fast rail service, as well as creating new rail connections to New York City and eventually Boston.

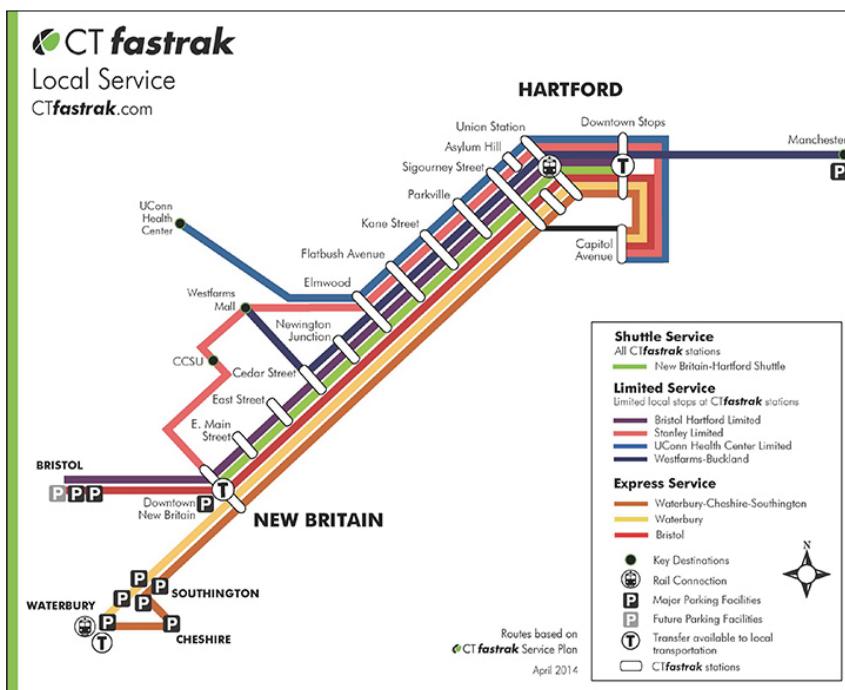


Route of the CTrail Hartford Line passenger rail service, which launched on June 16, 2018.

Completed and launched in June 2018, the CT_{trail} Hartford Line service expanded Amtrak service and created new regional trains operated by the Connecticut DOT to offer more frequent, convenient, and faster passenger rail service between New Haven, Hartford, and Springfield. The Hartford Line increased the number of round trip trains from six daily to a total of 17 round trip trains a day to Hartford, and 12 trains per day to Springfield. Trains operate at speeds up to 110 mph with a travel time between New Haven and Springfield of approximately 81 minutes.

The Hartford Line connects with the Metro-North commuter rail and Amtrak Acela high-speed rail services on the New Haven Line, further linking the region to New York, New London, and Boston. With this level of direct and connecting service in the region, towns along the Hartford Line will become magnets for growth — ideal places to live and to relocate businesses that depend on regional markets and travel.

Future stations are under design for North Haven, Newington, West Hartford, and Enfield, and upgraded stations are also under design for Windsor and Windsor Locks. In addition to faster and more frequent service, the Hartford Line features new and upgraded pedestrian and bike-friendly stations and transit hubs along the corridor.



Route of the CTfastrak bus rapid transit system, which launched on March 28, 2015.

CTfastrak exceeded ridership levels not expected until 2030. By 2018, the award-winning, nationally recognized system surpassed 15 million riders, with an average ridership of 19,000 people per week.

The new service has already generated more than \$200 million in redevelopment projects around stations in Hartford, West Hartford, and New Britain.

In total, the state invested \$564.3 million in the \$769.1 million Hartford Line design and construction. Meriden, Windsor, Windsor Locks and other communities along the line have already realized more than \$400 million in new development around their stations.

CTfastrak

Building on the work of prior administrations and the state's partnership with the federal government, Connecticut unveiled the state's first Bus Rapid Transit system, known as CTfastrak, in 2015. After just one year,

When it first launched, the *CTfastrak* system provided direct service to and from Waterbury, Cheshire, Southington, Bristol, Plainville, New Britain, Newington, West Hartford, Hartford, and Manchester with routes taking advantage of the bus-only *CTfastrak* roadway. The *CTfastrak* system provides a one-seat, no-transfer ride to many major regional employment, shopping and healthcare destinations as well as connections to the New Haven Line-Waterbury branch rail in Waterbury and Amtrak/*CTrail* service in Hartford.

In August 2017, *CTfastrak* expanded east to the UConn Storrs campus, linking students, faculty, and staff via public transit to the new downtown Hartford campus, UConn Health in Farmington, and a variety of destinations in between for the first time ever.

In addition to providing transit options and flexibility for citizens who need to get to work, the grocery store, or the doctor's office, *CTfastrak* has galvanized Transit Oriented Development across the system with housing, restaurants, and breweries opening near stations.

Pearl Harbor Memorial Bridge

In 2016, the 18-year, nearly \$2 billion I-95 New Haven Harbor Crossing Corridor Improvement Program was completed ahead of schedule and \$200 million under budget. The multi-modal transportation project was designed to increase capacity and safety and reduce congestion in the area. The new ten-lane, innovatively designed Pearl Harbor Memorial Bridge — informally known as the Q Bridge — was a central component of the project.

The new Pearl Harbor Memorial Bridge, which replaced a functionally obsolete and structurally deficient existing bridge, was the first-of-its kind cable-stayed bridge in the United States. The construction of this bridge and the new I-95/I-91 interchange are considered the largest, most comprehensive projects ever undertaken by CTDOT. The bridge now provides four additional lanes and much needed congestion relief in one of the most heavily traveled segments of the northeast corridor between New York and Boston. It accommodates traffic volumes in excess of 140,000 vehicles per day — more than three times the 40,000 vehicles per day its predecessor was designed to carry. CTDOT was honored with the Grand Prize at the 2016 America's Transportation Awards competition in recognition of the agency's successful work on creating the new Pearl Harbor Memorial Bridge.

Interstate-84 Improvements

After decades of neglect, Governor Malloy prioritized improvements to Interstate 84 (I-84) across the state. In all, this administration invested \$810 million to begin addressing critical improvements to the highway.

- The I-84 Mixmaster²⁶ project in Waterbury involves the rehabilitation of numerous bridges located within the Route 8 – I-84 Interchange to ensure their preservation and structural integrity.
- Also in Waterbury, the I-84 Widening²⁷ project will add a third lane of travel and full width shoulders in each direction, as well as realignment to eliminate the "S" curve alignment near Harpers Ferry Road.
- The I-84 Hartford²⁸ project will address the aging bridge structures of the highway, which were built in the 1960s and are in need of extensive maintenance and/or replacement.

New Haven Line

Governor Malloy also oversaw significant investments in the Metro-North New Haven Line. For example, between 2010 and 2016, the state completed deployment of a fleet of 405 new M8 rail cars for the line, at a cost of \$745 million. Currently, CTDOT is in the process of completing full replacement of the entire New Haven Line mainline catenary system with more reliable technology that will allow trains to take advantage of higher maximum speeds.

Additionally, construction of a dedicated, first-class maintenance facility called the New Haven Rail Yard (NHRY) is underway. The NHRY provides storage, dispatching, inspection, maintenance, and cleaning of rail cars. Five additional projects are still underway. As each project is completed, customers can expect better and better service due to more efficient and effective maintenance and support.

Lastly, with safety concerns mounting on infrastructure, the installation of Positive Train Control (PTC) systems for all train lines in the state, including the New Haven Line was a priority. These important systems are designed to monitor train activity, prevent collisions, and convey and enforce speed restrictions. For the New Haven Line the project has a total cost of \$185 million, and CTDOT continues to work with Metro-North to ensure the Line is upgraded with these critical safety measures. DOT expects installation to be completed by December 31, 2018.

Walk Bridge

In 2015, the critical replacement of the New Haven Line's 122-year-old Walk Bridge in Norwalk began. Connecticut was awarded \$161 million of Federal Disaster Relief funding for this project.

The replacement of the Walk Bridge will provide safe, reliable rail service, and enhance Connecticut's transportation system, now and for the future. As one of the oldest movable bridges on the New Haven Line, its replacement has long been recognized as a priority to maintain critical rail service on the nation's busiest commuter rail line. When it fails to close properly — as has happened in recent years — it can cause major disruptions to rail service in the Northeast Corridor.

Modernizing Construction Techniques

At the same time Connecticut invested in critical transportation projects that languished for a generation, the state also modernized the way the CTDOT delivers projects. For example, the I-84 bridge replacement in Southington utilized Accelerated Bridge Construction (ABC). With this technique, prefabricated new bridge superstructures replaced the existing units that were built in 1963 and were in poor condition. By employing ABC principles, the CTDOT virtually eliminated what would have been many months or even years of traffic disruptions and congestion on I-84 and local roads. Only one weekend closure of I-84 was required for the replacement and installation of two new 102-foot-long bridges weighing 2 million pounds each.

Leveraging Federal Funds

At the federal level, Governor Malloy has consistently fought for Connecticut to receive its fair share of transportation funding. He frequently engaged a variety of federal partners in both the executive

and legislative branches of government, as well as his gubernatorial counterparts across the country, expounding on the seriousness of federal transportation funding overall and advocating for transformational state projects and important regional initiatives.

The fruits of these labors are evident in the multitude of transportation accomplishments throughout Connecticut, where many tens of millions of dollars in federal funding have been awarded and successfully leveraged into completed state projects.

The federal Transportation Investment Generating Economic Recovery (TIGER) grant program is of particular note. From 2011 to 2014, Connecticut received five TIGER grants totaling more than \$53 million and culminating in projects like upgrading rail stations in Stamford, Waterbury and Hartford, improving municipal streetscapes and connectivity, and modernizing eastern Connecticut's freight rail network. In 2015 and 2016, Connecticut received two additional TIGER grants for projects in New Haven and Bridgeport, totaling \$30 million. In addition to TIGER funding, Connecticut received \$170 million on Federal Disaster Relief funding as well as more than \$10 million in federal discretionary nationally competitive awards.

Shoring Up the State Transportation Fund (STF)

Even as the state made these critical investments in our transportation systems, Governor Malloy warned of the need for systemic revenue changes in order to viably maintain progress. When *Let'sGoCT!* Was unveiled in 2015, it went hand and hand with a strategy to ensure the long-term sustainability of the STF by adding more stable revenue sources. However, a combination of factors such as technological advancements, declining fuel consumption, increasing debt service, and falling oil prices have accelerated the need for additional funding in the STF.

From 1997 to 2000, Connecticut decreased the gas tax by 14 cents, which resulted in a cumulative loss of \$4 billion in the STF. More recently, the proliferation of electric and hybrid-electric vehicles and greater fuel efficiency have resulted in lower fuel consumption and less gas tax collected. In 2015 the price of oil fell drastically and has yet to recover. This sharp and unexpected decrease in oil prices, accelerated and exacerbated the STF's decreasing revenue to the point where the state is today — in urgent need of new transportation funding strategies if Connecticut wants to continue to make progress.

Under the Malloy administration, the state expanded the revenues that are dedicated to transportation, committing 100 percent of the Petroleum Products Gross Receipts tax to the STF over the course of 2014 and 2015 and thereafter; and diverting a half-penny of the sales tax to the STF. Given this expansion of STF revenues, coupled with overall budget constraints in the General Fund, the pressure to pass a constitutional "lockbox" to protect transportation-related revenue from being swept from the STF and diverted to the General Fund increased.

A statutory lockbox passed during the 2015 Special Legislative Session with the help of Representative Tony Guerrera, making the STF a perpetual fund and restricting the spending of all sources of revenue dedicated to the STF solely for transportation projections. However, it was not until 2017 that the legislature approved a statewide referendum for a constitutional lockbox, to be

included in the November 2018 ballot. This constitutional amendment will ensure vital infrastructure investment will continue to be made and the necessary revenue protected. Without this amendment to the Connecticut Constitution, future legislatures would have been able to simply vote to abolish the statutory lockbox or weaken it through additional legislation.

In addition to proposing the constitutional lockbox in 2015, Governor Malloy also convened the Transportation Finance Panel, a nonpartisan commission comprised of experts in transportation, finance, and economic development, and charged the Panel with determining the most prudent and cost-effective ways to sustainably fund Connecticut's transportation infrastructure for the long-term. The panel released their final report²⁹ on January 15, 2016 highlighting the urgency of the issue and a variety of detailed policy and funding recommendations critical for supporting the STF. Of particular note, the panel recommended increasing the gas tax and implementing all-electronic tolling. These proposals were included in Governor Malloy's 2018 legislative agenda.

To provide the next administration and incoming General Assembly with more information about the configuration of an electronic tolling system, Governor Malloy issued Executive Order No. 67³⁰ in July 2018 to conduct an environmental impact assessment.

Transportation Initiatives

Transit Oriented Development

Transportation is not just about trains, buses, and cars. It is essential for building vibrant communities that make Connecticut a more attractive place to live, visit, and do business. Transit Oriented Development (TOD) fosters that growth in local economies, strengthening cities and the state, as it prioritizes mixed-use development centered on high quality public transportation systems. More than \$19 million in grants was awarded to municipalities across the state to encourage the growth of TOD projects, including in several towns located along the Hartford Line.

Of particular note, the City of Meriden completely transformed itself by embracing TOD. The new *CTrail* station spurred several TOD projects, including the construction of three mixed-use developments that have a total of 295 new residential units and 31,000 square feet of commercial space, a new Transit Center, a 273-space parking garage, a 14-acre town green, and the demolition of the Mills public housing project and the former Record Journal building. As of 2018, public and private investment in Meriden's TOD projects exceeded \$150 million. One of the new developments, 24 Colony Street, was the first new construction in downtown Meriden in 30 years and is located just steps from the new Hartford Line train station.

Connecticut Port Authority

Connecticut has deep maritime roots, and with three deep water ports in New London, New Haven, and Bridgeport, the state needed a strategy to revitalize these important assets to attract investment, expand businesses, and create jobs. At the same time, Connecticut boasts a vast array of smaller harbors and marinas that required infrastructure investment to support recreational marine industries, which are an important economic driver for the state. The state is blessed with abundant

natural marine assets, but lacked any coordinated development strategy and a body to oversee comprehensive utilization planning. To that end, in 2014, legislation creating the Connecticut Port Authority (CPA) as a quasi-public agency to develop, coordinate, support and market the state's ports, harbors and maritime economy was signed.

Since its inception, the CPA has worked hard to grow Connecticut's economy and create jobs by strategically investing in the state's three deep water ports and smaller harbors to enable each to maximize its own economic potential. The CPA has overseen tens of millions of dollars for dredging of ports and harbors, created the Small Harbor Improvement Projects Program (SHIPP) to provide funding and operational support for local municipalities and industries reliant on small harbors. The CPA continues to work with municipalities to reconnect rail freight service to ports and harbors, acquire additional properties to ensure their best maritime usage, and concentrate on revitalization of Connecticut's marine passenger industries — both ferries and passenger cruises.

The CPA also invested in key assets — rethinking how to maximize their utilization and profitability and investing in infrastructure upgrades. One such investment was \$20 million for the State Pier in New London. In 2018, for the first time in decades, the CPA put the entire State Pier complex out to bid for private sector investment, noting its strategic regional advantages for future wind energy assembly opportunities. In August of 2018, the CPA also released the first-ever Connecticut Maritime Strategy, outlining a cohesive, statewide plan for Connecticut's maritime future.

Connecticut Airport Authority

In 2011, Governor Malloy led the passage of legislation creating the Connecticut Airport Authority (CAA) to develop, improve, and operate Bradley International Airport and the state's five general aviation airports (Danielson, Groton-New London, Hartford-Brainard, Waterbury-Oxford, and Windham). The goal of the CAA was to make the airports more attractive to new airlines, develop more routes, and support the state's overall economic development and growth strategy.

Bradley International Airport — the second largest airport in New England — marked its fifth consecutive year of year-over-year passenger growth in 2017 and was rated as the fifth best airport in the nation by Condé Nast Traveler's 2017 Readers' Choice Awards. The airport added a number of nonstop routes to several international and domestic major hubs, further extending opportunities for business connections.

U-Pass CT

Launched in 2017, the U-Pass CT³¹ program is a service between the Connecticut Department of Transportation, UConn, and the Connecticut State Colleges and Universities system that provides students with the ability to ride all buses and trains within the state for free. The costs of the U-Pass CT program are included in students' university fees.

Transportation for the Future

Autonomous Vehicle Pilot Program

Autonomous vehicles are the likely future of transportation and have the potential to fundamentally transform the automotive industry, vehicle safety, motor vehicle ownership and usage, movement of freight, transportation infrastructure, and even redevelopment of urban centers. Governor Malloy pushed his administration to explore this burgeoning technology and take proactive steps to place Connecticut at the forefront of this innovative technology.

In 2016, the Connecticut Office of Policy and Management (OPM) convened an inter-agency working group, to analyze current autonomous vehicle policies and regulations in other states, and to determine what policy, regulatory and legislative initiatives should be pursued in furtherance of testing fully autonomous vehicles in Connecticut.

In 2017, based on the work of this inter-agency working group, the state legislature passed and Governor Malloy signed the first autonomous vehicle legislation in Connecticut. Public Act 17-69³² authorized the state's first-ever pilot program for testing fully autonomous vehicles and created a legislative task force to continue studying the issue and make recommendations for the pilot program going forward. As a leader in this new industry, results of Connecticut's pilot program have the potential to directly inform and influence the future of transportation throughout the entirety of the United States.

More Work to Do

Despite the bold and sustained efforts to overhaul the state's transportation system over the last several years, decades of inaction and underfunding means far more work remains.

The Special Transportation Fund needs a new, reliable revenue source. While the state made important adjustments to the STF during the 2018 legislative session, those changes only addressed immediate, short-term concerns. Even with these adjustments, projections show the STF will begin running a balance deficit by Fiscal Year 2023 and a cumulative negative balance by Fiscal Year 2024. This will mean the halt of critical infrastructure projects statewide.

To ensure bridges don't collapse or close due to unsafe conditions, our highways remain open and operational, the state **must** explore additional sustainable revenue sources. To be clear, this is *just* to put the state's infrastructure in a state-of-good-repair. It is imperative to address major infrastructure projects across the state — the Hartford Viaduct, the Waterbury Mixmaster, I-95 widening. According to CTDOT estimates, it will cost \$60 billion over the next 30 years, to maintain current levels of service across all modes of transportation. That is twice the current level of spending, without considering capacity improvements and reducing congestion. Connecticut will never be able to compete with surrounding states, and attract new employers who value transit options and congestion-free highways, until we have a system that works and works well.

The next administration should move forward with the tolling study and implement a long-term user-based funding stream. Tolling is a proven revenue option used by every other state on the eastern seaboard, and increasingly across the nation. Moreover, it is projected that 30 to 40 percent of all revenue raised by tolls would come from out-of-state drivers and trucks. This ensures out-of-state motorists pay their fair share for the use of Connecticut's surface infrastructure, rather than our residents continuing to foot the entire bill. This also means that Connecticut residents would only be responsible for 60 to 70 percent of the necessary revenue; no other funding option allows for this. Additionally, all-electronic tolling poses none of the safety and traffic congestion concerns that led Connecticut to eliminate all tolling in the 1980s. Moreover, contrary to the opposition's talking points, Connecticut would not be required to repay *any* federal funds if the state decides to implement tolling through the federal program. These are the facts.

Connecticut is running out of time and money to repair our surface infrastructure. As already stated above, our state does not have the necessary revenue to fix our ailing roads and bridges, let alone make critical structural improvements that would benefit our residents and our economy. The motor fuels tax is notoriously volatile and far too reliant on global variables outside of our control.

In parallel to solving the long-term STF funding issue, Connecticut drivers and transit users would significantly benefit from a more dynamic approach to transportation project delivery. By reviewing and streamlining its internal processes to ensure top performance and productivity, CTDOT can maximize the effectiveness of project delivery, develop a reserve of projects with complete final designs, make better use of the construction season, and transition to using innovative financing and early funding obligations. The state should also continue exploring innovations in contracting, leasing, and availability payment delivery. These improvements would have a tremendous impact on the efficiency, effectiveness, and performance of the state's transportation program enabling the best investments be made in a timely way with the optimum impact for state residents and businesses.

The next administration must maintain the momentum, and build on the progress, Connecticut has made in transportation over the past eight years. If we want a strong economy to compete with our neighboring states, to build vibrant communities and retain our younger citizens, we must invest in transportation. It is imperative that we fix and upgrade our surface transportation infrastructure and provide more robust transit options for both people and goods. Otherwise, we will simply fall further behind states that continue to make these necessary investments.

²⁵ [Let'sGoCT! website](#)

²⁶ [I-84 Mixmaster website](#)

²⁷ [I-84 Widening website](#)

²⁸ [I-84 Hartford website](#)

²⁹ [Transportation Finance Panel 2016 Final Report](#)

³⁰ Executive Order No. 67: Directs State Agencies to Conduct a Comprehensive Assessment on Implementing a New Funding Plan for Connecticut's Transportation System.

³¹ [U-Pass CT website](#)

³² [Public Act 17-69: An Act Concerning Autonomous Vehicles](#)



State of Connecticut
Office of Governor Dannel P. Malloy

Tackling Climate Change with a Cleaner, Cheaper, More Reliable Energy Policy

"We must make a major transformation and move forward with an approach that provides our people and our businesses with cheaper, cleaner and more reliable power...It is the only viable and sustainable strategy for creating jobs, rebuilding our economy and protecting our environment."- Governor Dannel P. Malloy speaking at the Northeast Energy Efficiency Partnerships Annual Summit, June 14, 2012

Governor Malloy transformed Connecticut's energy policy to reflect the reality of climate change, and with his vision, Connecticut became a national leader in cutting greenhouse gas emissions and significantly growing the clean energy economy. Following Governor Malloy's mantra of "Cleaner, Cheaper, and More Reliable", the state has successfully diversified its green energy portfolio, while building significant cost protections for commercial, industrial, and residential consumers.

Progress during the Malloy administration:

- Greatly diversified the state's energy resources including increasing rooftop solar, fuel cells, offshore wind and anaerobic digestion by smartly deploying its procurement authority to harness the power of competition driving down costs on behalf of all electric rate payers.
- **Led the nation in efforts to reduce harmful greenhouse gas emissions**, including the doubling of Connecticut's renewable portfolio standard (RPS) from 20 percent by 2020 to 40 percent by 2030.
- Established the Department of Energy and Environmental Protection (DEEP) to align energy policy and regulation with environmental goals.
- **Created the first-in-the-nation CT Green Bank**, which helped more than 30,000 families and businesses lower the burden of energy costs, saving them more than \$1 billion over the life of the projects.
- **Supported 38,000 Connecticut jobs** through combined investments in renewable energy and energy efficiency, with 34,000 of those jobs in the energy efficiency industry.

Climate Leadership

Connecticut's legacy of bold leadership on climate policy continued and set an example for surrounding states' efforts. In fact, Connecticut earned a reputation as a leader through several landmark legislative victories, such as establishing the most ambitious Renewable Portfolio Standard (RPS) in the northeast - 40 percent RPS by 2030, leveraging and expanding the state's procurement authority to cost-effectively develop sustainable and carbon-free sources in the best interest of ratepayers, and establishing the award-winning Connecticut Green Bank to leverage public and private funds to accelerate the growth of green energy in Connecticut all through a bipartisan effort thanks to collaboration with the Energy Committee leadership.

Furthermore, Connecticut led the Regional Greenhouse Gas Initiative (RGGI), a bi-partisan, cooperative effort by nine Northeastern and Mid-Atlantic states to utilize a market-based mechanism to reduce carbon dioxide emissions from power plants. This first in the nation cap and invest program provided Connecticut with more than \$134 million in auction proceeds for investments in energy efficiency and renewable energy. Simultaneously, the administration worked closely with other RGGI states to pursue an additional 30 percent reduction in emissions between 2020 and 2030.

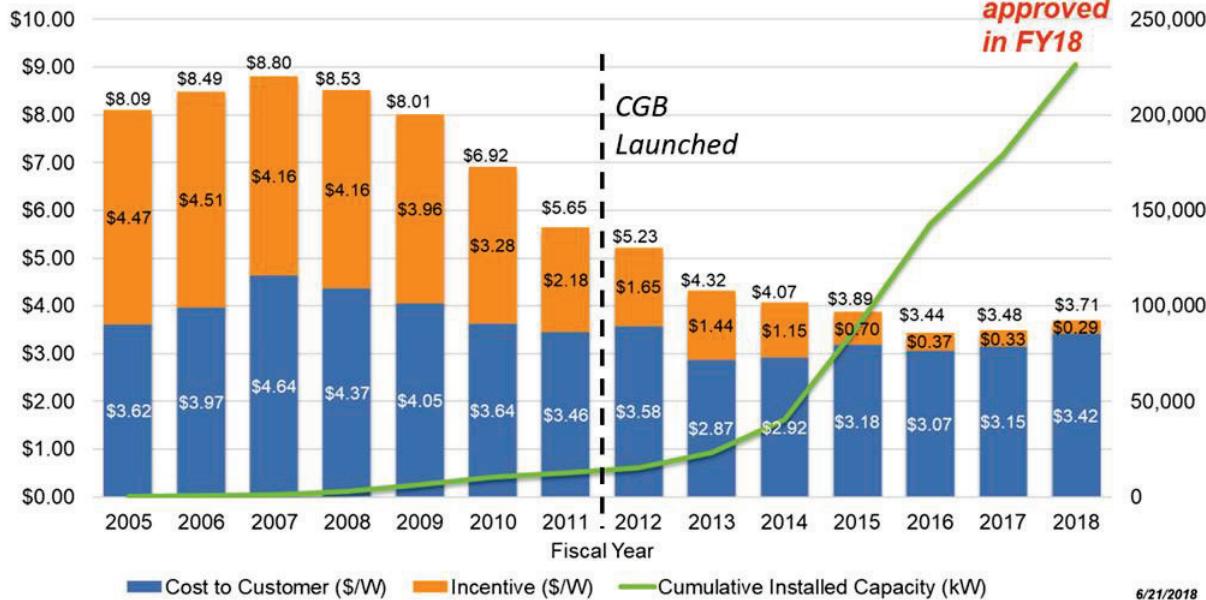
Cementing the connection between climate change and energy policy, Executive Order No. 46³³ established the Governor's Council on Climate Change (GC3) to examine the effectiveness of existing policies and regulations designed to reduce greenhouse gas emissions and to identify new strategies to meet the state's greenhouse gas emissions reduction target of 80 percent below 2001 levels by 2050. Upon thorough review of a variety of mitigation scenarios that drive down greenhouse gas emissions in the electric, building, and transportation sectors, the consensus-driven GC3 recommended adopting an economy-wide mid-term greenhouse gas emission reduction target of 45 percent below 2001 levels by 2030. This target was adopted by the General Assembly in 2018 and signed into law as Public Act 18-50³⁴, locking in Connecticut's commitment to combat climate change over the next decade.

Smart Investments in Renewables, Efficiency, Grid Reliability, & Clean Transportation

After many years of ad hoc efforts, the Malloy administration in collaboration with Senator Duff, Senator Fonfara and State Representative Reed established a comprehensive approach to deploy renewable energy and energy efficiency, improve grid reliability and encourage clean car adoption. With a multi-pronged approach to secure more cost-effective renewable energy and fuel diversity, Connecticut shifted from a subsidy-based policy to a competitive one to the benefit of ratepayers and residents. By employing an energy policy of cleaner, cheaper, and more reliable, the administration had a renewed focus on how to evaluate and deploy finite resources in an innovative way.



RSIP Progress ~216 MW toward 300 MW target



6/21/2018

REFERENCES

Residential Solar Investment Program (RSIP) Market Watch Report of June 21, 2018 by fiscal year (July 1 through June 30). Total System Cost per Watt figures include all reported installed costs without including those projects where financing costs for some third party ownership installers are included as part of the total system cost.

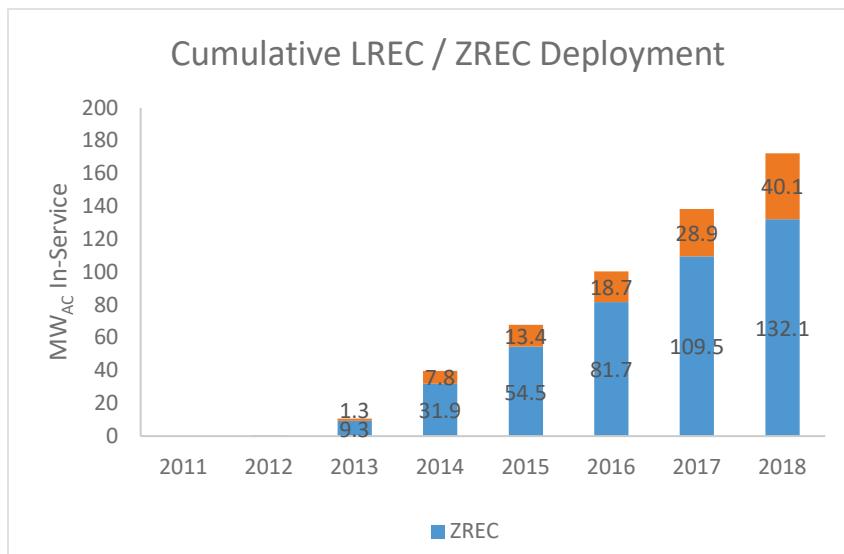


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The net effect of the Connecticut Green Bank's Residential Solar Investment Program (RSIP) has been to not only lower energy costs for families and businesses, but to also utilize these resources in ways that generate substantial amounts of private investments that yielding significant returns.

The Innovation of the Connecticut Green Bank

One of the first examples of the policy shift was the establishment of the nation's first green bank to attract private investment to support the implementation of green energy with near unanimous bipartisan support of the General Assembly.³⁵ The Connecticut Green Bank, has helped more than 30,000 families and businesses lower their energy costs through green energy saving more than \$1 billion over the life of the projects. By mobilizing more than \$1.3 billion of investment at a 6-to-1 leverage ratio of private to public funds, the Green Bank has supported the deployment of nearly 250 megawatts of renewable energy, created nearly 16,000 jobs, generated nearly \$50 million in tax revenues, and reduced emissions by more than 4.6 metric tons. Winner of the 2017 Harvard Kennedy School's Innovations in American Government Award, the Green Bank's impressive track record to attract private investment to support the implementation of green energy has catalyzed similar efforts across the country and is recognized as a crucial tool to combat climate change.



Over the course of the Malloy administration, Connecticut has significantly increased its deployment of Class I renewables.

was innovative because it encouraged predictability and competition that drove down the price of contracts for new deployment year over year. As of August 2018, the program had deployed 170 megawatts of Class I renewables (mostly solar and fuel cells).

Procurement & Renewable Deployment, Declining Costs of Renewable Generation

As part of Connecticut's energy transformation, legislation was introduced to use the state's procurement authority to drive renewable energy and energy efficiency deployment due in part to the leadership of Senator Winfield, Senator Formica, State Representative Reed and State Representative Ackert.³⁷ This led to the development of more than 400 megawatts of small-scale renewable energy and energy efficiency resources, and more than 400 megawatts of large-scale renewable energy projects to serve Connecticut electric customers. As shown in the figure below, over the course of three renewable energy solicitations, the state saw bid prices for grid-scale projects drop by nearly half. In the most recent solicitation, the state selected more than 250 megawatts of additional projects, including Connecticut's first purchase of offshore wind, which will also bring significant economic development to the State Pier in New London.

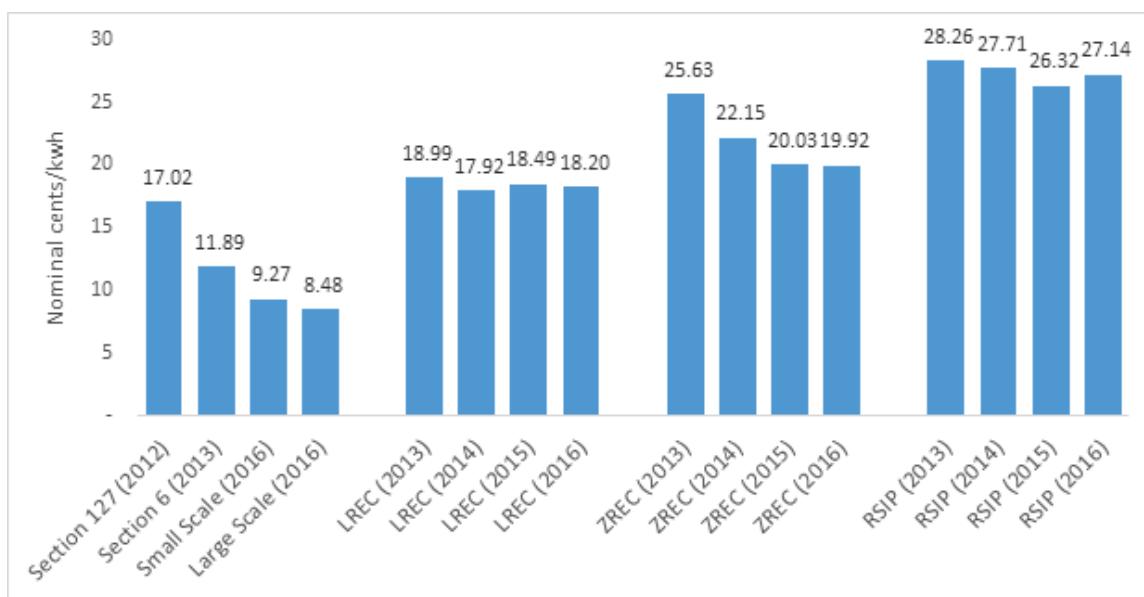
Furthermore in 2018, the state launched a Shared Clean Energy Facility (SCEF) pilot program, with DEEP selecting more than 5 megawatts of solar. The program will also have a dedicated subscription target of low- and moderate-income consumers. The SCEF program will expand access to the benefits of renewable energy for renters who do not own their property, customers who do not have suitable rooftops or live in multi-unit dwellings, and to low-to-moderate income individuals who cannot afford the upfront costs of on-site generation.

Low & Zero Emissions Renewable Energy Credit Launched

In 2012, the Low and Zero Emissions Renewable Energy Credit Program (LREC/ZREC) was launched. The program requires Eversource and The United Illuminating Company (UI) to procure Class I renewable energy credits (RECs) under 15-year contracts with owners or developers of renewable energy projects in Connecticut.³⁶

The LREC/ZREC initiative

Declining Cost of Clean Energy Programs, Behind the Meter and Grid Side (nominal dollars, 2012-2016)



Resiliency

Tropical Storm Irene in August 2011 and the October 2011 Nor'easter tested Connecticut's emergency resources in ways not seen since hurricane Gloria in 1986. Since then, Connecticut's utility infrastructure was built out significantly, while the manpower associated with the maintenance and repair of that infrastructure had decreased significantly. Both Tropical Storm Irene and the October Nor'easter left a record number of residents without electricity, communications, heat or reliable supplies of water and served as a wake-up call to Connecticut. As a result, Governor Malloy convened a Two-Storm Panel in September 2011. The panel presented Governor Malloy with their final report on January 9, 2012. Following the recommendations of the Governor's panel, the Public Utilities Regulation Authority (PURA) put in place significant operational changes:

- Authorized nearly half a billion dollars in investment for United Illuminating Company (UI) and The Connecticut Light and Power Company (CL&P), which was used to harden physical infrastructure, significantly improve grid and electric reliability, greatly expand tree trimming and vegetation management programs and reduce outages.
- Required greater communications and physical coordination between the utilities, towns, local officials, state agencies and their employees regarding make safe activities, removing trees and wires, identifying outages, providing more accurate restoration times and safely restoring power to customers.
- Created performance standards and metrics for PURA to better assess and evaluate how well the utilities plan for and respond to storm damage and outages and communicate with their customers.



Governor Malloy, joined by state and local officials, cut the ribbon at Wesleyan University in Middletown to commemorate the launch of the first microgrid project under the inaugural round of Connecticut's statewide microgrid program. (March 6, 2014)

for state facilities. Energy efficiency projects for state facilities that will save \$6 million per year in energy costs. Connecticut state agencies also saved about \$1 million in fiscal year 2018 in operating costs through the competitive purchase of electricity.

In addition, the award-winning Conservation and Load Management Plan (C&LM) jumpstarted residential and commercial investments in energy efficiency across the state. In 2017, the electric energy efficiency benefits in Connecticut were equivalent to two 45 megawatt power plants and saved residents, businesses, and municipalities \$75 million. Homeowners, renters, local manufacturers and businesses, and municipalities will save \$841 million over the lifetime of those 2017 energy efficiency investments. Similar savings have accrued from investments each year of this administration. These energy efficiency investments return 7 dollars into Connecticut's economy for each dollar invested in energy efficiency upgrades, and in 2017, generated a \$1.4 billion increase to the state's economy.

Connecticut has achieved a perennial top-ten ranking by the American Council for an Energy Efficient Economy's State Energy Efficiency Scorecard. In September 2017, Connecticut's energy policies and energy-efficiency programs were ranked sixth in the nation by the 2017 Scorecard which noted that Connecticut earned its ranking due to its "leading the way in state government initiatives" and the state's ability to "explore and promote innovative financing mechanisms to leverage private capital and lower the upfront costs of energy-efficiency measures."

EVConnecticut

The transportation sector is one of the most significant producers of carbon emissions contributing to climate change. The deployment of electric vehicles helps drive down harmful carbon emissions, reduce pollutants that threaten our air quality and public health, and help motorists reduce the costs of owning and operating a car. To counteract this aspect of climate change, in 2013, Connecticut joined seven other states (CA, MD, MA, NY, OR, RI and VT) announced a groundbreaking initiative

The state also developed a first-in-the-nation statewide microgrid program to build local resiliency for electrical load in facilities such as schools, grocery stores and gas stations.³⁸ This nationally recognized program includes eight operational microgrids with two more under development in 2018. Seven additional microgrid applications were under review by DEEP with the anticipation that awards will be granted to qualified projects by the end of 2018. [For more information on resiliency see the Improving Resiliency and Disaster Relief chapter on page 197]

Energy Efficiency

Energy efficiency also became a focus for state facilities that will save \$6 million per year in energy costs. Connecticut state agencies also saved about \$1 million in fiscal year 2018 in operating costs through the competitive purchase of electricity.

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to put 3.3 million zero emission vehicles (ZEVs) on the roads by 2025.³⁹ Through the ZEV Memorandum of Understanding, participating states agreed to share research and coordination on an education and outreach campaign to highlight the benefits of electric and hydrogen fuel cell cars.

Among Connecticut's recent successes, the EVConnecticut program provided grants to build charging and alternative fueling stations making Connecticut a range-confident state. As of 2018, Connecticut had approximately 314 publicly available electric charging stations throughout the state. Expanding the number of available public charging stations decreases motorists' anxiety of running out of EV battery power, and in turn, helps drive EV sales up.

In addition, to help consumers make the transition to ZEVs, the Connecticut Hydrogen and Electric Automobile Purchase Rebate (CHEAPR) program provided more than 2,700 rebates to Connecticut residents, businesses, and municipalities for the purchase of battery electric, fuel cell, and plug-in hybrid vehicles. Providing a rebate of up to \$5,000, the program helps make the cost of purchasing or leasing an electric vehicle competitive with the price of a conventional car.

In 2015, Connecticut joined with twelve other North American and European governments, creating the International ZEV Alliance.⁴⁰ This alliance aims to further accelerate the global transition to ZEVs by requiring that all new passenger vehicles be ZEVs by 2050. This partnership, along with the many policy initiatives and public awareness campaigns undertaken over the last eight years, have made Connecticut a nationally recognized leader in zero emission vehicles and electric vehicles.

More Work to Do

Through successful integration of climate policy and energy planning, Connecticut is on track to achieve its mandatory target to reduce economy-wide GHG emissions 10 percent below 1990 levels by 2020. We must continue to follow this path if we hope to meet the statutory requirement of a 45-percent reduction in emissions from 2001 levels by 2030- with a focus on decarbonizing thermal energy, the electric grid, and our transportation system.

In the transportation sector, that means that consumers must have access to affordable zero-emission vehicles, and dealerships must continue to offer and promote these options. Building on the state's existing vehicle charging infrastructure will be crucial, and projects that bring public and private stakeholders like the Electric Vehicle Road Map will help existing charging vehicle locations ensuring additional locations will meet the needs of residents. We must also update our electric rate structures to encourage the deployment of more electric vehicles. Long-term investments in public transit and transit-oriented development can help foster a system with fewer single-passenger vehicle trips and more connected communities.

With increasing pressure on the electric grid to reduce carbon emissions, Connecticut will need to continue to increase investment in solar, wind, and other Class I renewables. Steps must also be taken to contain the costs to ratepayers. Public Act 18-50 provides a foundation for more sustainable investments in energy efficiency and renewable energy — full implementation of this legislation should be a priority for the next administration. Distributed renewables will be integrated at the household-level with

new technologies such as home batteries and electric vehicle charging. PURA's grid modernization proceeding will address how these can be best integrated and optimized in the distribution grid which could include improved planning, better data collection, and new rate structures.

These renewable resources also increase fuel diversity and lessen the strain on natural gas-fired generation. New England regional grid continues to struggle with fuel supply during the coldest winter days, as gas is prioritized for home heating over electric demand. Improving home weatherization and expanding renewables (especially those that perform well on winter days) are two critical steps that Connecticut, and all New England states, can take to reduce the use of natural gas. Going forward, Connecticut and the whole region need innovative solutions for a more affordable, low-carbon and stable fuel system.

Moving away from fossil fuels for building heating and cooling will be challenging—about half of the states' homes are heated with delivered fuels. Incorporating higher blends of sustainable biofuels can help reduce fossil fuel demand, but in the long-term the state will need to electrify home heating and cooling with air and ground-source heat pumps. While these technologies are highly efficient and can be tailored for cold climates, the cost of equipment and installation are high. New financing models, customer incentives and educational and promotional work will be needed to achieve this transition on the large scale needed.

Energy conservation and load management will continue to be the bedrock of a low-cost, efficient and clean energy system. As energy-efficient equipment and lighting become more mainstream, the states' efforts must focus on the next set of innovative interventions, including greater use of energy management software and lighting controls, commercial/industrial processes, and deeper efficiency measures for households. Low-income households will need continued support in addressing barriers to weatherization. More broadly, consistent funding for energy efficiency and clean energy is crucial.

The next administration should redouble the state's commitment to energy efficiency and clean energy, and stop any sweep of energy and Regional Greenhouse Gas Initiative (RGGI) funds. Any budgetary diversions of the energy efficiency fund, the clean energy fund, or the RGGI allowance, like in the bipartisan Fiscal Year 18-19 budget sweeps, will result in a reduction of private investment in the state's economy, curtail progress on energy conservation and clean energy, decimate Connecticut's green tech industry, eliminate opportunities for families and businesses to lower the burden of energy costs, and jeopardize the state's ability to meet its climate goals.

³³Executive Order No. 46: Establishes the Governor's Council on Climate Change to Ensure that the State Achieves its Greenhouse Gas Emission Targets.

³⁴[Public Act 18-50: An Act Concerning Connecticut's Energy Future](#)

³⁵[Public Act 11-80: An Act Concerning the Establishment of the Department of Energy and Environmental Protection and Planning for Connecticut's Energy Future](#)

³⁶[Public Act 11-80: An Act Concerning the Establishment of the Department of Energy and Environmental Protection and Planning for Connecticut's Energy Future](#)

³⁷[Public Act 15-107: An Act Concerning Affordable and Reliable Energy](#)

³⁸[Public Act 12-148: An Act Enhancing Emergency Preparedness and Response](#)

³⁹[About the multistate ZEV Task Force](#)

⁴⁰[International ZEV Alliance website](#)



State of Connecticut
Office of Governor Dannel P. Malloy

Agricultural Sustainability

"Connecticut continues to lead New England in the growth rate of farms over the past couple of years, where the agriculture industry contributes \$3.5 billion to our economy and provides nearly 28,000 jobs in our state. I remain committed to the growth of this crucial industry and to the hard working families of Connecticut who work in it." — Governor Dannel P. Malloy announcing funding to support Connecticut farmers through the state's Farmland Preservation Program, April 2014

Prior to 2011, Connecticut did not have all the tools necessary to sustain and promote healthy growth in the agricultural sector. With leadership and vision and through the advocacy of Connecticut farmers, agriculture is not only thriving in Connecticut, but Connecticut leads New England in growth. Through the following initiatives, this administration has helped this industry flourish.

Progress during the Malloy administration:

- Created the Farmland Restoration Program, providing approximately \$3.9 million in state grants to **complete more than \$9.5 million in farm projects** and increase Connecticut's agricultural base by more than 1,100 acres since 2011 with another 1,400 acres in the investment pipeline.
- **Protected 90 farms and 9,200 acres** since 2011 through the Farmland Preservation Program.
- Created the PLANT Grant program, assisting 232 farms recover from natural disasters.
- Strengthened the Connecticut Grown laws.
- Supported and signed legislation to support the farm brewery industry.
- Increased the number of farmers and farmers' markets qualified to accept WIC benefits as payment for produce and products — to ensure that our children and grandchildren have access to fresh, local food.

Preserving Farmland

Farmland Restoration Program

With prime farmland rapidly disappearing, the state sought to reverse this trend and return more farmland to production. Since its creation in 2011⁴¹, the Farmland Restoration Program has encouraged farmers to invest \$5.6 million in farm projects to increase Connecticut's agricultural land resource base in exchange for approximately \$3.9 million in state grants. This program provides matching grants of up to \$20,000 for farmland restoration activities that increase the state's farmland resource base, with a priority placed on prime and important farmland soils and human and live-stock food production. Through the success of this program, the Connecticut Department of Agriculture (DoAg) put more than 1,100 acres of farmland back into production over seven years. With an additional 1,400 acres of farmland in the pipeline.



Ned Ellis (right), owner of Maple Leaf Farm in Hebron, takes Governor Malloy and Agriculture Commissioner Steven K. Reviczky on a walking tour of the 450-acre dairy farm and discuss the positive impact that the state's Farmland Preservation Program has had in helping the economic success and growth of the business, which is a member of The Farmer's Cow. (October 25, 2016)

PLANT Program

In 2013, Connecticut farmers were hit with catastrophic losses in production and property damage due to severe storms and flooding that damaged crops, buildings, and equipment not covered by the Federal Emergency Management Agency. In response to these catastrophic events, the Production Loss Needed Today (PLANT) Grant Program was created. A total of \$5 million was designated to assist 232 farms.

To help small farms recover from weather-related losses, this assistance, among other things:

- Replanted lost crops and plant new/different crops in place of lost crops;
- Repaired damaged property and equipment;
- Purchased feed to supplement lost hay, corn, and other crops for livestock;
- Applied Fertilizer and other soil amendments; and
- Prevented disease and pest outbreak.

Farmland Preservation Program

Family-owned farms are disappearing as they struggle to make ends meet. Even though our communities rely on and celebrate the local availability of fresh farm products. To help preserve these working lands, the Connecticut DoAG acquires the development rights to agricultural properties through its Farmland Preservation Program, ensuring the land remains available only for agricultural use in perpetuity. The voluntary program provides farmers with a realistic alternative to selling their land for development.

Under Connecticut's long-standing Farmland Preservation Program, 25 percent of the farms preserved were saved under the Malloy administration. From 2011 to 2018, Connecticut DoAG invested more than \$45 million in state funding and received reimbursements of \$11 million from the United States Department of Agriculture and \$5 million from towns/land trusts to protect 90 farms and 9,200 acres, with another 61 farms and 5,800 acres in the preservation process for 2019.

Other Investments to Farmers

- **Farm Transition Grants** — matching grants of up to \$49,999 to help farms expand and diversify. Since 2011, DoAg has awarded 147 grants to producers, totaling \$3,619,406
- **Farm Viability Grants** — matching grants of up to \$49,999 to help municipalities and agricultural non-profits fund agricultural projects and promote local farmers' markets. Since 2011, DoAg has awarded 165 grants to nonprofits and municipalities, totaling \$3,324,347
- **Farm Reinvestment Grant** - matching grants of up to \$40,000 to help improve existing working farms through capital projects with a lifespan of ten years or more. Since 2011, DoAg has provided 51 grants totaling \$1,582,937 in bonded funds.

Support for Connecticut Breweries

To capitalize on the popularity of craft breweries and agricultural tourism a manufacturer permit for farm breweries⁴² was established. The permit allows for the manufacture, storage, bottling and wholesale distribution and sale of beer manufactured on a farm's premises. Additionally, the farm

brewery permit allows tastings and free samples for on-and-off farm consumption, including at farmers' markets.

Strengthening Connecticut Grown Laws

Consumers want to be well informed of where their food is coming from. To promote consumer transparency and help consumers make better-informed purchasing decisions, the Connecticut Grown laws for consumers were strengthened to easily track Connecticut food back to the farm of origin. Public Act 18-73 requires anyone who sells a Connecticut-grown farm product through the Connecticut farm-to-school program to offer proof to the school buying the product produced in Connecticut.⁴³

Encouraging Farmers Markets to Accept WIC and Senior Farmers' Market Nutrition Program

With the increased awareness of food deserts in cities bringing fresh produce and products to these communities was an imperative for the health of children in particular. Today, 102 farmers markets are certified to accept Women, Infants, and Children and Senior Farmers' Market Nutrition checks.

More Work to Do

During the last eight years, Connecticut farmers have benefitted from significant and necessary support that is helping to sustain this important industry. However, state support cannot slip in the coming years, if Connecticut's agriculture sector is to survive, sustain, and feed our communities and families.

First and foremost, it is essential that the Community Investment Act which supports the dairy industry, agriculture grant programs, farmland and open space preservation, affordable housing and tourism, continue to be funded. Furthermore, investment in agriculture growth areas such as farm tourism, craft farm brewery expansion, and Connecticut Grown product marketing and promotion should continue in order to help local farmers diversify and strengthen their incomes.

In order to help Connecticut farm breweries excel and meet customer demand, the legislature should revisit the archaic liquor law that bars any brewery from selling more than 9 liters of their product for off premise consumption. Eliminating that limit would put in-state breweries on par with breweries in other states, allowing them to compete in the New England region.

The redevelopment efforts and marketing improvements to strengthen the Hartford Regional Market, now under the direction of the Capital Region Development Authority must proceed to maximize the potential in this undervalued state agriculture asset.

Finally, we must continue to support, a stand-alone, cabinet-level Department of Agriculture not only to serve the agricultural community, but to carry out diverse regulatory authorities, including food safety and animal health.

⁴¹ [Public Act 11-1: An Act Promoting Economic Growth and Job Creation in the State](#)

⁴² [Public Act 17-160: AA Establishing a Manufacturer Permit for Farm Breweries](#)

⁴³ [Public Act 18-73: AAC the Sale of "Connecticut Grown" Products and Authorizing Certain Aquaculture Site Designations for the Development of an Environmental Education Curriculum](#)

Prioritizing Long Term Fiscal Health



Responsible Budgeting

[This chapter is a high level summary of budgetary items across various agencies and topics, for more specific information, please see corresponding sections in other relevant chapters]

"We can provide a better education for every child in this state. We can create a 21st century transportation system. We can and will protect our citizens. We can provide peace of mind by providing better access to quality, affordable health care. We can do all of these things, and more, if we have the courage to make the hard decisions we need to make today, and to seize the many opportunities that will shape our future." —Governor Dannel P. Malloy during his Fiscal Year 2012-2013 Biennial Budget Address, February 16, 2011

For decades, Connecticut has mismanaged its finances, amassing a profound fiscal mess. Governor Malloy demonstrated a deep and consistent commitment to balancing budgets, reducing long-term liabilities, and forthrightly taking on the most pressing fiscal challenges facing Connecticut. From 2011-2018, Connecticut faced slow-growing or in some cases shrinking revenues alongside steep increases in costs to support efforts to pay down major unfunded liabilities. In order to confront these challenging realities, the Governor focused on the following:

- Investing in Connecticut, including capital investments, municipal aid and education, support for programs to help our neediest residents, and investments in providing cost effective government services in the future;
- Strictly maintaining the state's commitments to pay down long-term liabilities over time;
- Saving costs by reducing staff, reducing future promised benefits, implementing technology and redesigning government services;
- Balancing the budget every year without relying on one-time measures and gimmicks; and
- Rebuilding the Rainy Day Fund.

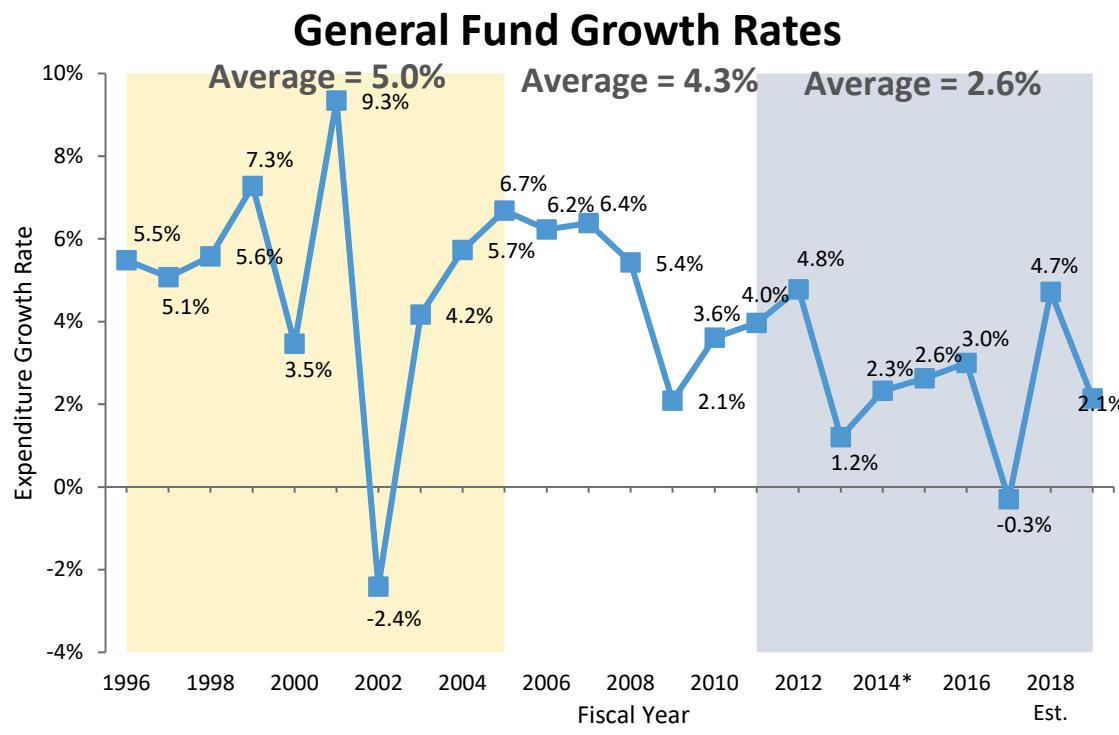
Progress during the Malloy administration:

- Held state spending growth to an annual rate of 2.6 percent, well below growth rates under previous administrations.
- **Secured two historic SEBAC agreements** resulting in \$40 billion in state employee concessions, including 5 years of wage freezes, a new hybrid pension tier, higher employee contributions for pensions, health benefits, and retiree benefits.
- **Replenished The Rainy Day Fund**, empty in January 2011, now has a balance of more than \$1 billion and **projected to have \$2 billion at the end of Fiscal Year 2019**.

- Restructured the state employee pension system, avoiding massive balloon payments in ten years.
- Led the nation in controlling Medicaid cost trends and reducing per person spending by a greater percentage (5.7 percent) than any other state in the country.
- Employed 3,700 fewer workers in the executive branch in 2017 than in 2010, a 13 percent reduction.
- **Municipal aid increased by 28 percent to more than \$5 billion** in Fiscal Year 2019.
- Refocused municipal spending in urban centers and pockets of poverty throughout the state.

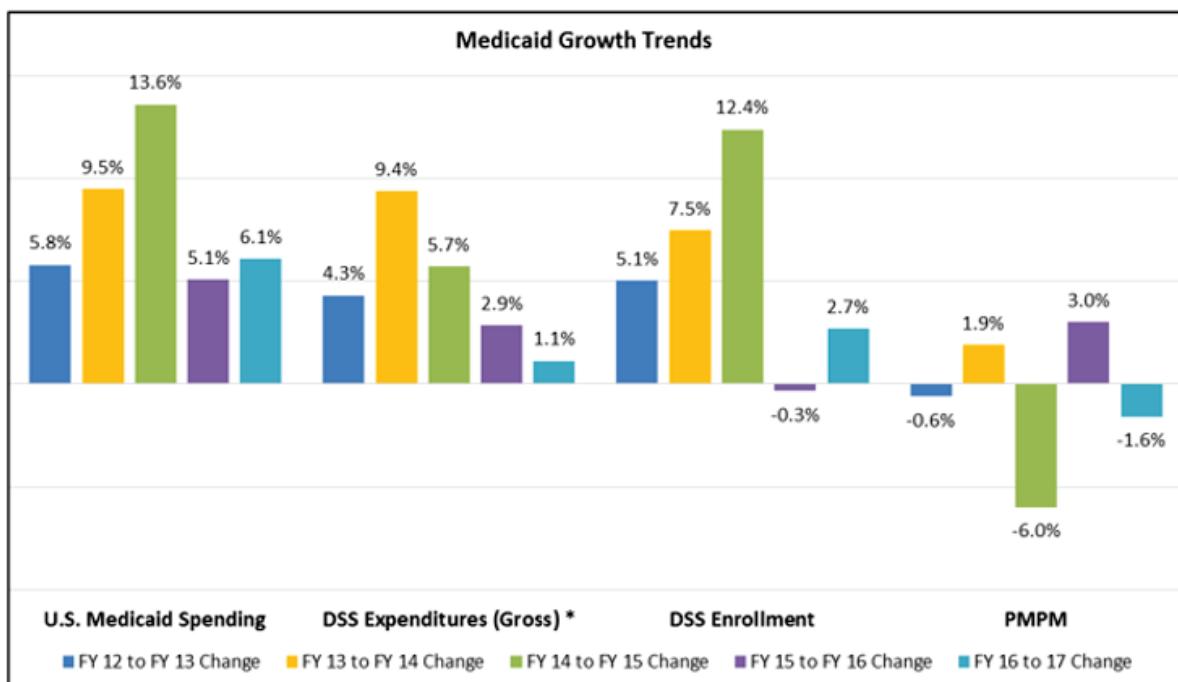
Investing in Connecticut

Connecticut controlled spending more effectively than in prior decades, holding average spending growth to only 2.6 percent while at the same time fully funding pensions, paying off deficit borrowing from 2009, and making state contributions into a trust fund for retiree benefits. Nevertheless, against this backdrop the state maintained critical government services and supports in important areas.



Controlling Health Care Costs

The state continued to support essential human service programs, especially Medicaid, which provide necessary supports to Connecticut's most vulnerable residents. Between the end of 2010 and July 2018, the number of state residents enrolled increased by nearly 340,000, a 68 percent increase. At the same time, the state streamlined administrative costs while improving care management by restructuring the entire program under a state-of-the-art managed fee-for-service model. *Health Affairs* reported in 2017 that Connecticut led the nation in controlling cost trends on a per enrollee basis between 2010 and 2014, having reduced spending per person by 5.7 percent. Additionally, Connecticut maintained or improved access to care through targeted rate increases, practice transformation initiatives, and business improvements that resulted in timely reimbursement to providers and improved outcomes through enhanced care management. Both nationally and in Connecticut, Medicaid tracked lower than both private health insurance and Medicare in the cost trend



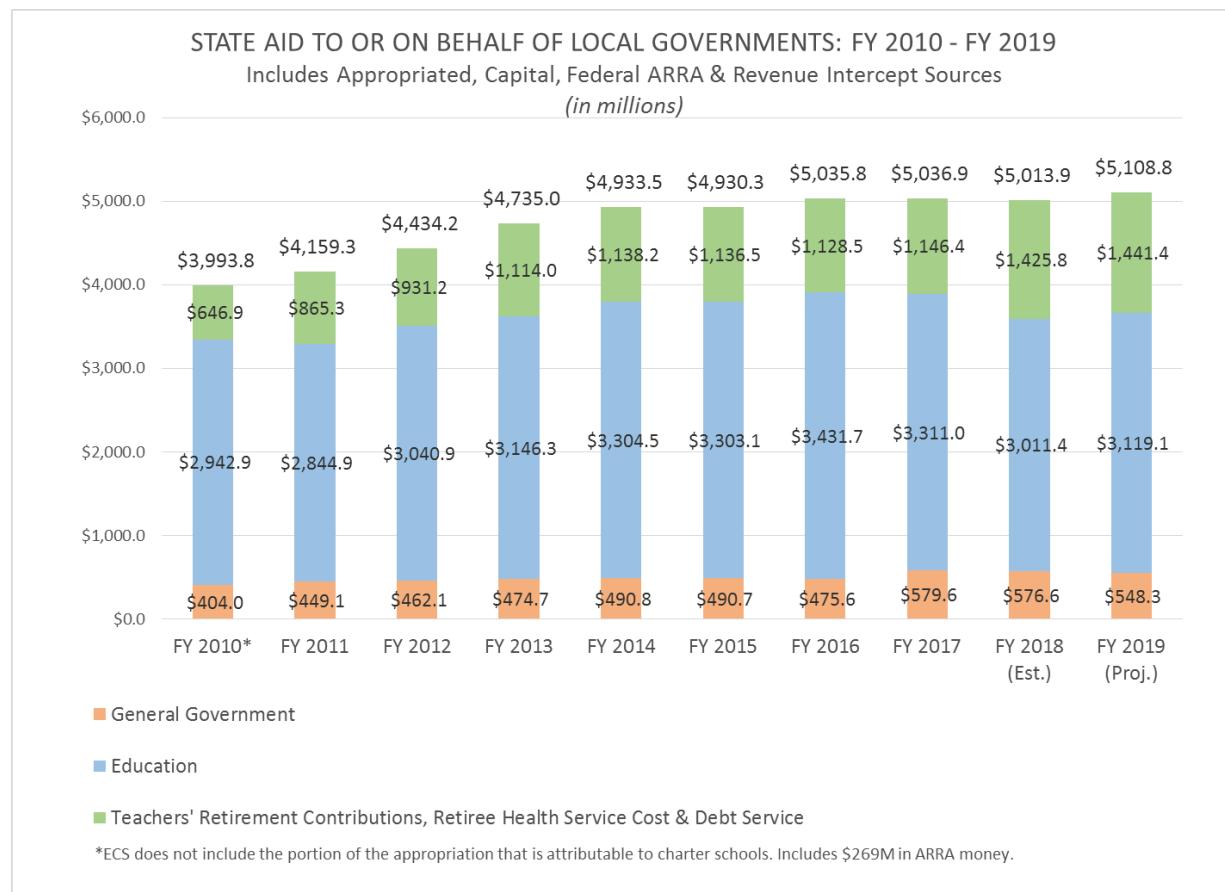
As of February 2018

comparisons. Furthermore, for Fiscal Year 2017, Medicaid expenditures in the Department of Social Services grew by only 1.1 percent.

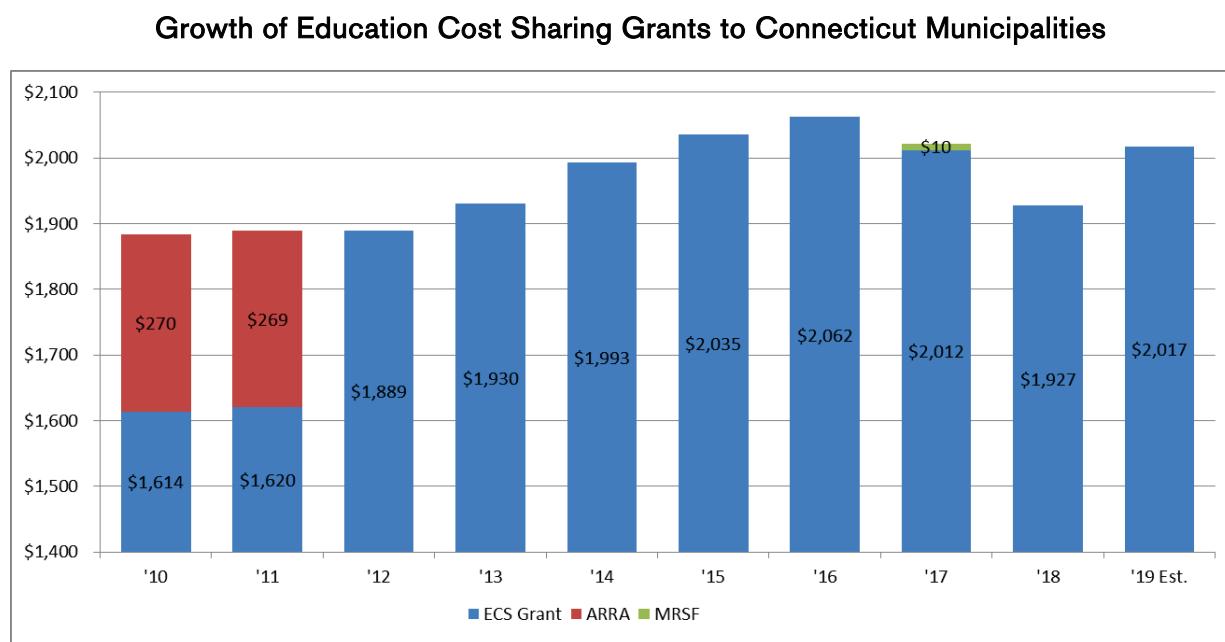
As a result of the state's rebalancing initiative, more than 4,700 people moved from nursing home or other institutional care to community-based services under Money Follows the Person (MFP). With a Medicaid nursing home population of around 15,000, this is a significant shift to a more cost-effective and more humane model of care.

Municipal Aid

Municipal aid and education support are another area where the Malloy administration maintained and enhanced strong state support for critical governmental functions. Overall municipal aid from all sources increased by 28 percent between 2010 and 2018, despite difficult fiscal conditions throughout the period.



A significant driver of the increased municipal aid is the state's commitment to funding the Teachers' Retirement System. However, operating support for local schools, known as the ECS grant, also rose during the period by more than 7 percent, as shown below:



Capital spending also increased under the Malloy administration. A major component of the new borrowing, \$2 billion out of \$5.3 billion in new debt, is related to transportation investment. Other areas with major new investment include school construction, affordable housing development, technology implementation, and economic and urban development.

The state increased revenue for the State Transportation Fund (STF) while preventing the transfer of funds designated for transportation to be utilized to supplement the general fund. The administration focused on the long-term sustainability of the STF by adding revenue sources and ensuring a constitutional lockbox was included in the 2018 ballot. Additionally, the state also sustained or expanded investments in areas including early childhood education, workforce development, energy and environmental protection, child welfare, and higher education. Of course, all of these investments came in the context of balanced budgets and living within the resources available.

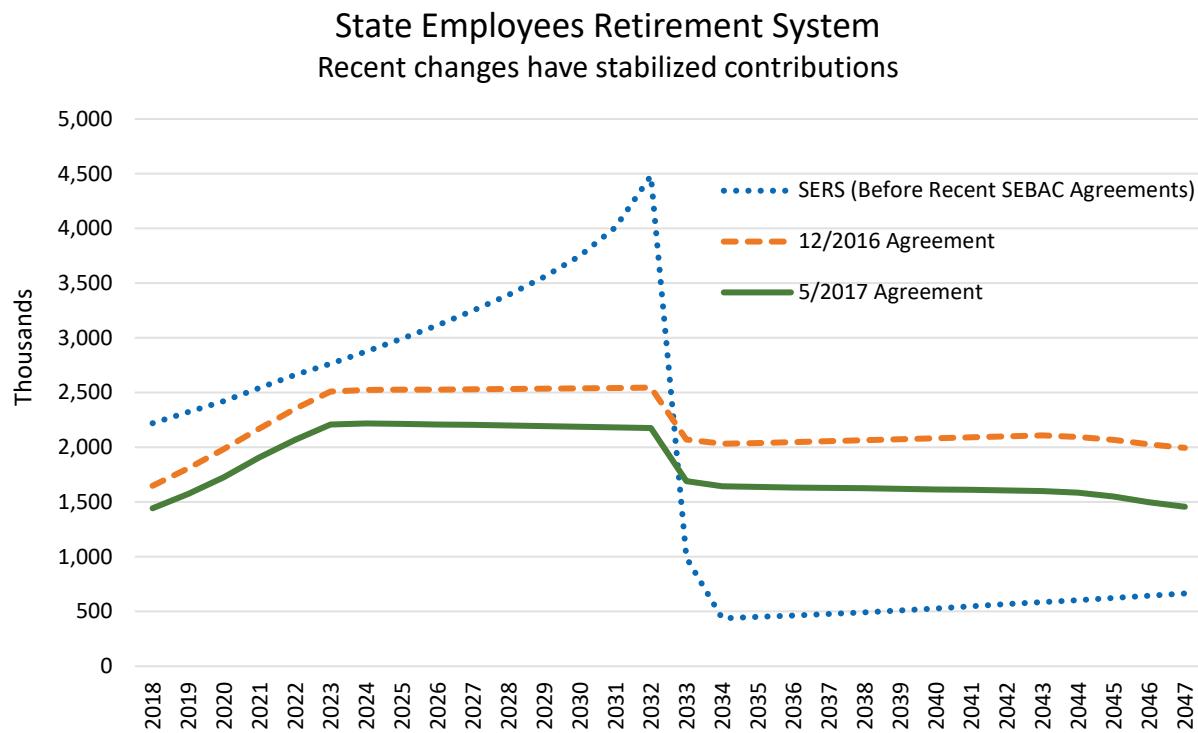
Paying Down Long-Term Liabilities

The State Employee Retirement (SERS) and Teachers' Retirement systems (TRS) suffer from years of insufficient contributions by the state, returns on investments less than the assumed rate of returns, and faulty actuarial assumptions. As of June 2018, there were unfunded liabilities of \$33.5 billion in Connecticut's two pension systems — about \$20.4 billion for SERS and \$13.1 billion for TRS.

It took the state decades to amass these billions of dollars of unfunded liabilities and it will take decades of difficult budgetary choices and commitments by generations of taxpayers to pay off these debts. Governor Malloy made and kept these commitments throughout his terms in office.

The administration's approach to pension liability was to pay at least the full state contribution each year, to ensure that our actuarial assumptions are accurate, and to avoid disastrous early retirement plans, pension holidays, or unrealistic assumptions. Fortunately, the state is currently on this path for SERS due to the reforms included in SEBAC 2011, the elimination of the SEBAC 4 and 5 contribution adjustments in 2014, SEBAC 2017, and the SERS restructuring changes of December 2016. These agreements have not only reduced the cost of pension benefits for the state going forward, but they also ensure the pension funding method is actuarially sound and does not put state taxpayers at risk of fiscal catastrophe.

Lowering the assumed rate of return and structural changes to the amortization assumptions and methods created a smoother and more predictable payment schedule for the state's annual contribution. These changes helped avoid the spiking annual contributions the state faced in the late 2020s and early 2030s that could have eclipsed \$5 billion per year and would have required significant tax increases or major expenditure cuts. Further, the new system allows for market shocks to be more easily absorbed, as those are amortized over 25-year periods rather than requiring that they be addressed all at once at the end of a fixed period. The state now projects a far more stable and predictable future with a peak contribution of \$2.2 billion. [See more in Pensions and Benefits chapter on page 79]

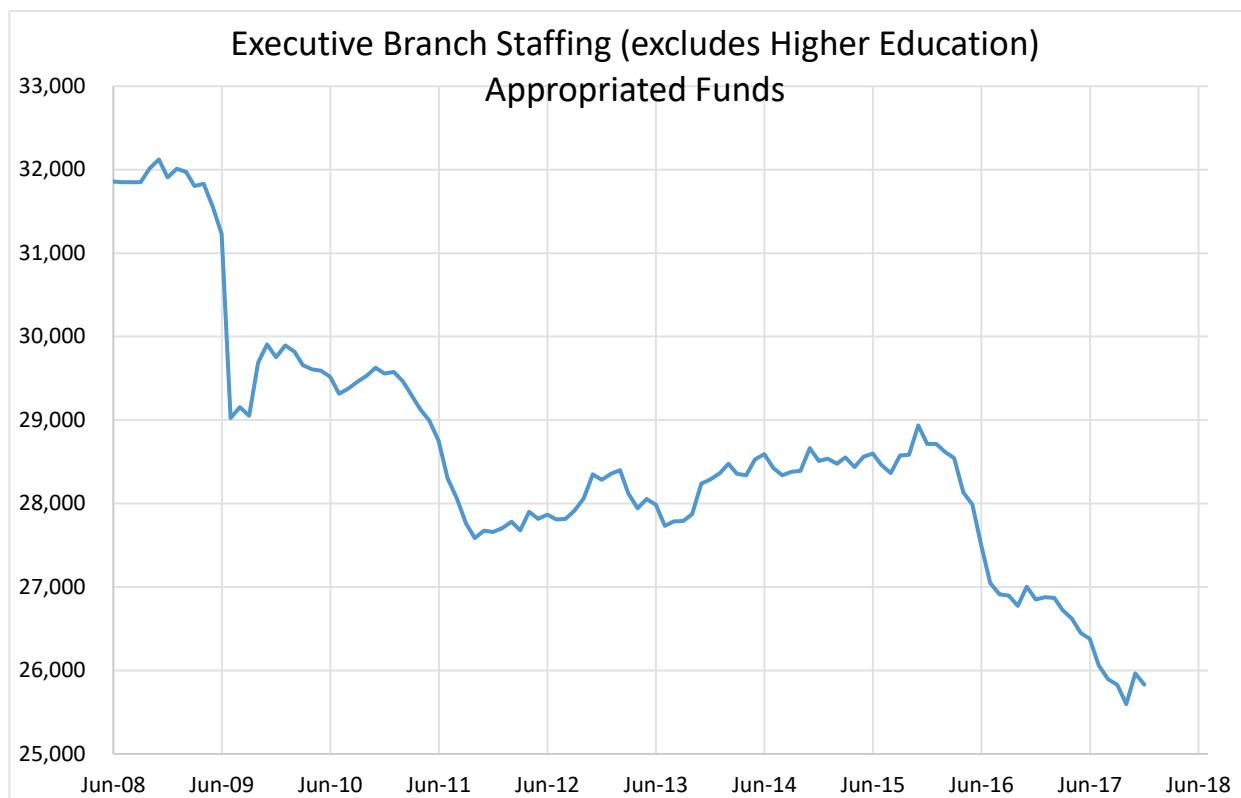


Note: The December 2016 agreement made changes to actuarial methods and assumptions, including a reduction in the assumed rate of investment return and revisions to the amortization period for portions of unfunded liability. The May 2017 agreement restructured wages and pension and healthcare benefits

Without reform, the TRS still faces the same uncertain future of state contributions that could cripple the state's budget unless action is taken quickly to stabilize the system by adopting a new and more progressive amortization model. Presently, TRS' amortization schedule would require that nearly all of its unfunded liability be paid by 2032, thereby forcing the state to meet the normal cost plus pay \$13.1 billion in unfunded liability in 13 years. The TRS assumed rate of return remains at eight percent, and while investment returns were above that for 2017, historical averages indicate the assumed rate of return over the course of several years is likely to be less than eight percent, which will increase the amount of unfunded liability each year the state falls short.

Reduced State Staffing

Underlying all of these changes is the dramatic reduction in the number of state employees in the executive branch of state government. At the end of calendar year 2017, there were 25,830 permanent full-time employees being paid from appropriated funds in the executive branch (excluding higher education). That is 3,726, or 12.6 percent, fewer than the number at the end of calendar year 2010. To take a longer perspective, this means the executive branch is its smallest since the 1950s, adjusted to reflect the per capita population in the state. This trend is the result of aggressive action



The number of state employees in Connecticut's executive branch sharply declined during the Malloy administration, dropping by 12.6 percent between 2011 and 2019 and bringing the executive branch to its lowest staffing levels in decades.

by the Malloy administration to achieve productivity enabled attrition, as well as some minimal number of layoffs that occurred from time to time. This attrition enabled the state to achieve significant budget savings, and has been a major component of savings achieved under both concession agreements with state employees.

Concessions from State Workers

The state achieved the most significant concessions from state employees in generations, amounting to more than \$40 billion in savings between 2010 and 2040. These concessions included major changes to pensions, healthcare, wages, human resource administration, longevity, and other post-employment benefits. These changes were achieved at the bargaining table, respectful of the collective bargaining process and in ways that seek to benefit the state while imposing the least possible harm to both employees and residents of the state who consume public services.

A review of these changes clearly demonstrates that the SEBAC agreements in 2011 and in 2017 had a major favorable budget impact on the state, and that had those agreements not been struck, Connecticut would be facing structural deficits that dwarf those faced today. Those two agreements:

- Resulted in wage freezes for five of the eight years from FY 2012 through FY 2019;

- Significantly increased employee contributions for pensions, employee healthcare, and retiree healthcare;
- Extended the minimum retirement age, increased early retirement penalties, and reduced future cost of living adjustments for existing employees; and
- Established austere new pension tiers for new employees — the normal cost of the defined benefit portion of the tier 4 pension plan is only 2.19 percent of salary for normal duty employees and just 0.72 percent for hazardous duty employees.

The 2017 SEBAC agreement also positively impacted the state's Other Post-Employment Benefits (OPEB) liability. Prior to the agreement, the state's liability was anticipated to increase by \$1.78 billion in 2017 to a total of \$20.9 billion, but, as a result of the agreement, the net OPEB liability actually decreased to \$17.4 billion.

Saving Costs while Implementing Technology and Redesigning Government Services

Connecticut state government has made enormous strides in the last seven years as agencies have redesigned services, implemented new technology, and found ways to be more responsive to the public even though reduced budgets have demanded ever-decreasing staff levels. At the same time, the financial relationship between the state and its employees has undergone seismic change, with two major concession agreements dramatically reducing the costs of new employees compared to those hired during previous eras.

In addition to modernizing the relationship between the state and its employees, Governor Malloy oversaw a major renewal of the technology that state agencies rely on to provide responsive, cost-effective services. Over the last seven years, agencies have upgraded systems, implemented new technologies, enhanced security, and added new data centers to ensure business continuity.

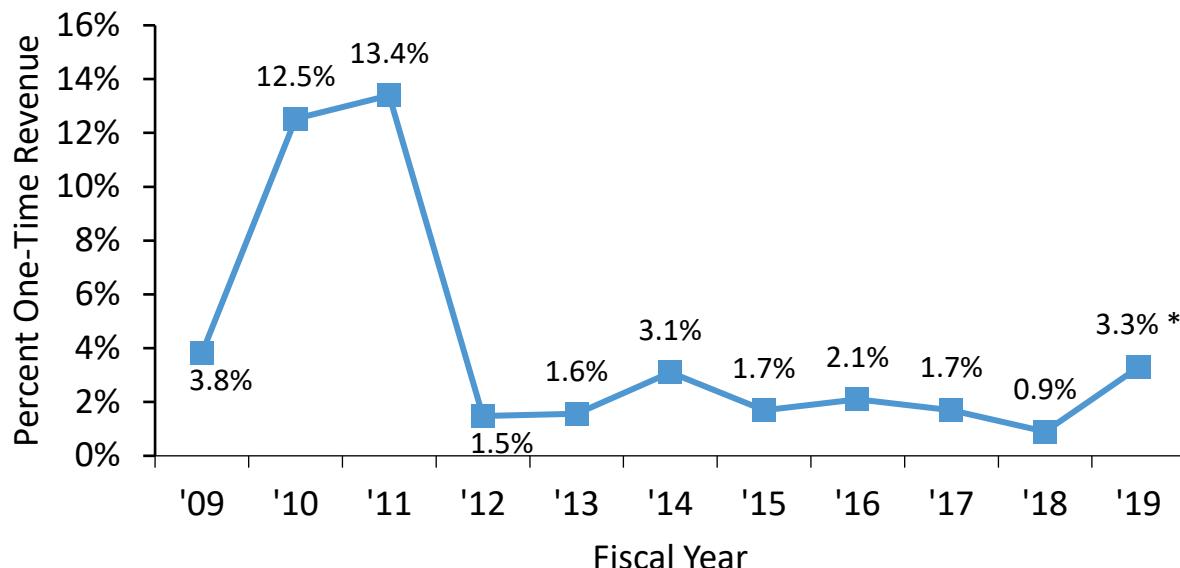
The implementation of new technology was paired with business process improvement (BPI) under the Governor's Lean initiative, LeanCT. Since its inception in 2013, LeanCT actively encouraged participation in BPI by more than 40 executive branch agencies, and more than 3,000 state employees (roughly ten percent) were trained to use Lean tools and principles to improve service delivery. As a result, hundreds of processes were analyzed and streamlined using the Lean methodology.

LeanCT and the IT Capital Investment Program work closely to identify opportunities for inter-agency collaboration, common technology needs throughout state government, and best practices across the system. In combination, these approaches allowed state agencies to freeze and reduce budgetary needs while maintaining and improving service levels to state residents. [For more information on LeanCT and the IT Capital Investments Program please see the Government Efficiency chapter on page 86]

Balancing the Budget Every Year Without Relying on One-Time Measures and Gimmicks

The State of Connecticut certainly faced a difficult period since the great recession of 2008, with slow growth, a precipitous decline in the financial services sector that fed earlier prosperity in the state, and the inevitable reckoning of our unfunded pension liabilities. Nevertheless, since its first budget proposal for Fiscal Year 2012, this administration made every attempt to balance the state budget each year without relying on deficit funding, misleading revenue forecasts, one time measures, and gimmickry.

One-Time Revenue as a Percent of All General Fund Revenues



* Reflects the bipartisan budget agreement. Governor proposed budget included 1.0% one-time revenues.

The Malloy administration focused on long-term improvement to the state's finances through:

- Measures to pay down and constrain future growth in unfunded liabilities;
- Long-term concessions achieved through collective bargaining; and
- Economic development strategies aimed at securing long-term, enforceable commitments from our most vital industries.

At the same time, the administration presented and advocated for balanced budgets that rely on straightforward, recurring measures.

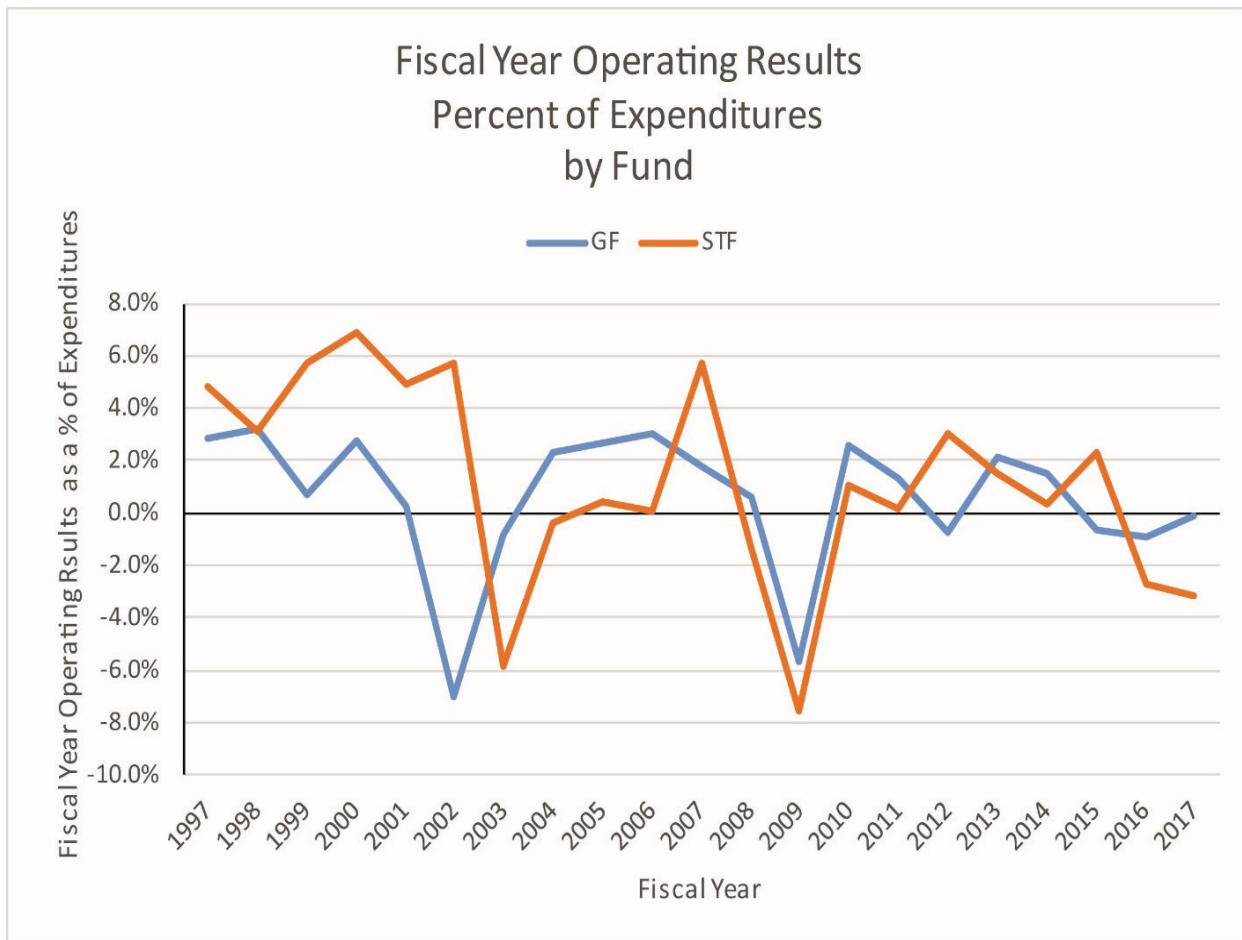
Budget Reserve Fund

The budget reserve fund (BRF), sometimes known as the “rainy day fund,” was created in 1979 in order to manage the negative impact of the economic cycle on the state budget. Resources of the BRF have been available through three recessions.

Recent legislative changes should boost the budget reserve fund over time. Public Act 17-2⁴⁴ of the June Special Session implemented a volatility cap which directs any estimated and final personal income tax payments above \$3.15 billion to the budget reserve fund. Public Act 18-81⁴⁵ subsequently indexed the volatility cap to the five-year compound annual growth rate in personal income. A legislative supermajority is required to change this cap.

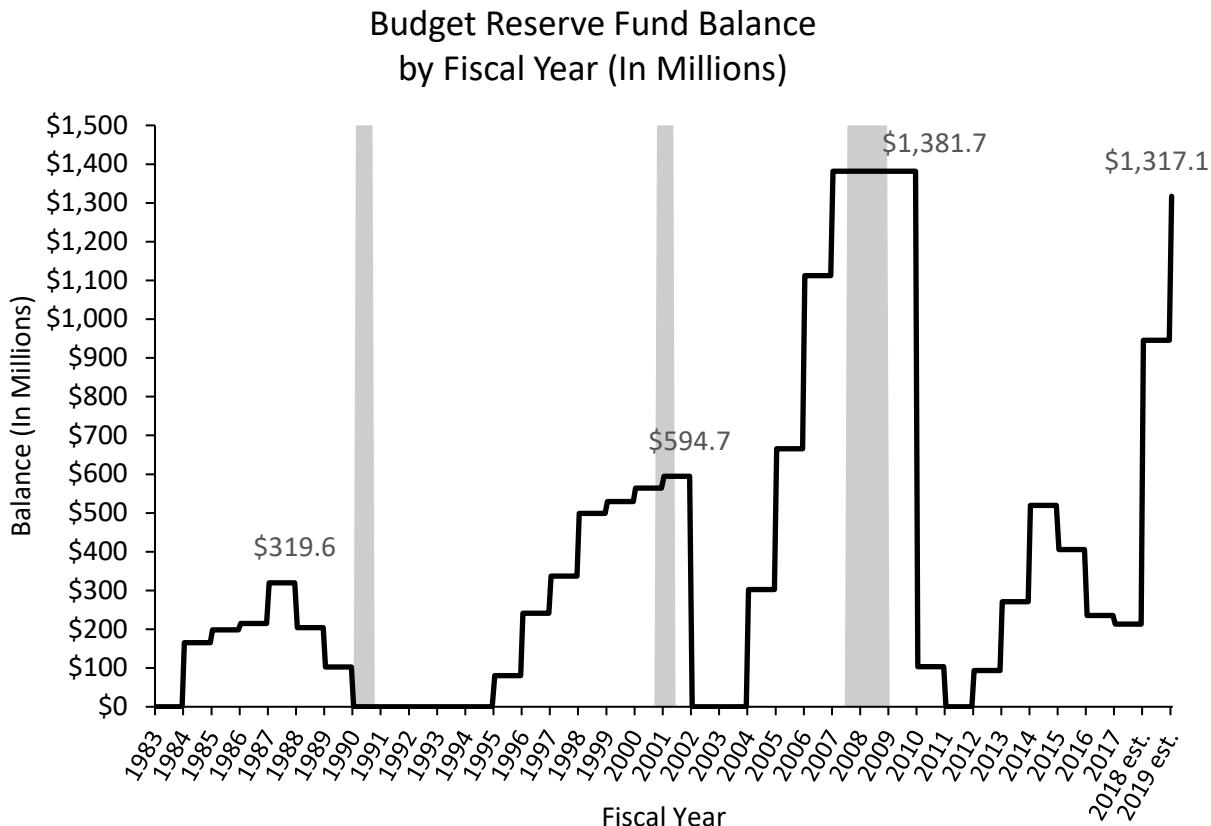
As a consequence of these changes, the estimated level of resources in the rainy day fund at the end of Fiscal Year 2019 is projected to be \$2 billion, the largest amount **ever** in the rainy day fund.

While the maximum balance of the budget reserve fund is currently set at 15 percent of General Fund appropriations, the highest level of funding attained was 8.5 percent of appropriations at the end of FY 2007 (note that the BRF cap was 10 percent of appropriations at that time). As illustrated by the graph below, the scale of deficits that have occurred during earlier recessions have approached 8 percent in a single year, even after deficit mitigation measures have been taken.



Connecticut has struggled to build a robust Budget Reserve Fund, as recent economic recessions have been larger in scale than the cash reserves accumulated during upswings, thereby drawing down the entire balance of the fund.

The resources of the budget reserve fund have been insufficient to manage the impact of each of the last three recessions. As the graph below shows, the state drew down the entire balance of the budget reserve fund during each of the last three recessions.



Gray areas represent national recessions per the National Bureau of Economic Research (NBER).

In the past, prior administrations also resorted to borrowing by issuing Economic Recovery Notes in order to cover expenses to close end of year budget gaps when there were not sufficient resources in the Budget Reserve Fund. Since the rainy day fund was created, Economic Recovery Notes were issued to address shortfalls for the following years:

- In FY 1991 - \$965.7 million;
- In FY 2002 - \$222.0 million;
- In FY 2003 - \$97.7 million; and
- In FY 2009 - \$915.8 million.

Despite severe and proloned fiscal challenges, Governor Malloy fully paid off the 2009 Economic Recovery Notes and also managed the budget throughout two terms without borrowing to pay for operating expenses.

More Work to Do

The last eight years have been a major rebuilding project for Connecticut's budget and finances. There have been a number of notable achievements, such as putting the State Employees Retirement System on a more affordable and sustainable track, eliminating inefficiencies, reducing the size

and scope of state government, and limiting one-time revenues, but we need to maintain these best practices and continue to do more. We must address the funding challenges in the Teachers' Retirement System by re-amortizing the unfunded liability, reducing the investment return assumption, and reviewing the cost share and benefits of the system. There will be costs and criticism associated, but it must happen to avoid large and unaffordable spikes in the employer share of those pension payments. Further, we need to avoid gimmicks and borrowing and only rely on recurring measures to balance the budget while continuing to rebuild the Budget Reserve Fund in order to weather the inevitable next recession.

These are not the only challenges ahead, as the next administration will need to plan for the extraordinary attrition that will likely occur as we approach 2022, by which time it is projected that as many as half of current state employees will elect to retire because of COLA changes that take effect then under the SEBAC 2017 agreement. This will create opportunities for attrition savings, but will also endanger service levels if not addressed.

The remaining and unexpected hurdles ahead will be difficult, but are not insurmountable, as long as there is an honest and reasoned reckoning of the cost of state government moving forward and what revenue and expenditures are required to make this great state even better.

⁴⁴ Public Act: 17-2 June Special Session: An Act Concerning the State Budget for the Biennium ending June 30, 2019

⁴⁵ Public Act 18-81: An Act Concerning Revisions to the State Budget for Fiscal Year 2019 and Deficiency Appropriations for Fiscal Year 2018



State of Connecticut
Office of Governor Dannel P. Malloy

Long Term Fiscal Health: Pensions & Benefits

"This agreement was created to help put our state's finances on a path toward stability and predictability, which we need to create confidence and growth. That is why so many applauded the plan and urged its ratification when we announced it — including the business community and national credit rating agencies. It is a responsible approach that puts us in line with other states and strengthens confidence in the state's ability to resolve the funded liability." — Governor Dannel P. Malloy on legislative approval of a newly negotiated pension agreement with the state employee unions, February 1, 2017

Connecticut was an early adopter of offering pension benefits to state employees and local teachers, with the State Employees Retirement System (SERS) and the Teachers Retirement System (TRS) in place since at least 1939. These pensions reflect the promises the state made to workers, promises of the state to keep. However, since inception, and for eight decades since, the systems have been beset by problems; as they have been starved by insufficient employer and employee contributions, unrealistic actuarial assumptions caused the unfunded liability to balloon, and the underlying assets' performance in the investment markets has been stifled by inadequate funding policies, limited access to certain equities, cash-on-hand requirements, and volatility in the marketplace. As a result, Connecticut has two of the worst funded pension systems in the country, with an unfunded liability of more than \$20 billion for SERS and more than \$13 billion for TRS.

But, we are finally moving in the right direction, particularly with critical steps taken by Governor Malloy.

Progress during the Malloy administration:

- **Negotiated three separate agreements with state employees that created a sustainable and affordable State Employee Retirement System** with increased employee and employer contributions, more realistic market assumptions, and new amortization methodology.
- **Paid the full actuarially required payment each and every year from 2011-2018.**
- Avoided protracted legal battles with beneficiaries and current employees by ensuring past benefit guarantees remain in place and that all changes to the SERS system have been done in coordination with the state employees.
- Put the state on a sustainable path forward to resolve the unfunded share in a responsible and reasonable manner, while simultaneously taking the necessary steps to install new practices to limit the potential for growth in the unfunded liability.

Facing Connecticut's Challenges

Connecticut's State Employee Retirement System (SERS) and Teachers' Retirement System (TRS) have been flawed since their inception, when the state moved forward with systems that were not pre-funded and would operate on pay-as-you-go bases. It was not until 1971 that the state moved to pre-funding SERS benefits, but by that time, the unfunded liability had already grown to \$712 million. The state did not begin pre-funding TRS until 1979. Consequently, even with 20 years of attempts at prefunding, the SERS funding was only 52 percent and the unfunded liability continued to grow — eclipsing \$2.7 billion. Then, in the 1990s and 2000s, during periods of both economic boom and bust, the unfunded liability ballooned due to the adoption of impractical amortization and funding scheme and failure to pay the full employer contribution. Over these many decades, legacy costs from the lack of pre-funding, insufficient contributions, returns on investments less than the assumed rate, and other untenable actuarial assumptions have created an unfunded liability of nearly \$33.4 billion- about \$20.4 billion for SERS and \$13.1 billion for TRS.

In the case of SERS, despite leaning on current state employees with increased contributions and less generous potential benefits, the system has taken decades to amass billions of dollars of liabilities and will likely need decades of difficult budgetary choices and commitments by generations of taxpayers to resolve the entirety of this problem. Despite the political rhetoric and facile promises, there are not easy solutions to the unfunded liability; it will not be solved by dissolving the SEBAC agreement or making statutory changes. If the State of Connecticut stopped offering retirement plans to state employees entirely, regardless of whether the plans are defined benefit or defined contribution, we would still need to resolve the unfunded liability- which is amortized to cost the state between \$1.3 billion to \$2.0 billion per year through Fiscal Year 2047- a full workforce generation from now.

The problems facing TRS are that of a system that has been dragged down by ineffectual amortization methodology and unrealistic rate of return assumption. Further, proposals to change the system have been stymied by the covenant attached to pension obligation bonds issued in 2008, which has been interpreted by bond counsel to preclude changes to the methodology for calculating the employer share. In addition, the local governments, who negotiate and pay the teacher salaries, vehemently opposed making employer contribution, forcing teachers and the state to bear the entire burden of the cost and risk of the system. In 2017, as part of his biennial budget proposal, Governor Malloy proposed lowering the assumed rate of return to 6.9 percent, adopting the same amortization methodology as SERS (level dollar, new amortization periods for market returns), which would have drastically reduced future required contributions to the fund and given the state the budget stability it needs moving forward. Those same changes were proposed again in 2018, but not adopted by the legislature in the bipartisan budget agreement.

According to data assembled by the Center for Retirement Research at Boston College as part of a study of Connecticut's pension system, the difference between the amount Connecticut should have paid to SERS to prevent growth in the unfunded liability from 1985 to 2014 and the amount calculated using an unsustainable methodology was just over \$4.1 billion. This problem was further

compounded by the fact that the full payment of the employer share were not made, which added another \$3.1 billion of unfunded liability over the same 30 year span. The story is much the same for TRS, as the delta between the amounts the state should have paid and what was calculated added \$4.5 billion to the system's funding woes. Then, without the political courage to make the payment for the full employer share, another \$1.6 billion was added to the unfunded share. Thus, over the course of three decades, our state's use of unrealistic actuarial assumptions to calculate the amount of the employer share and then the unwillingness to make that full payment has left Connecticut with an additional \$13.3 billion in unfunded liability across both systems.

Instituting Change

During his eight years in office, Governor Malloy achieved the most significant concessions from state employees in generations. In addition to employing fewer workers, the state made major changes to pensions, healthcare, wages, human resource administration, longevity, and other post-employment benefits. These changes were achieved at the bargaining table, respectful of the collective bargaining process and in ways that sought to benefit the state, while imposing the least possible harm to both employees and residents of the state who consume public services.

A review of these changes clearly demonstrates that the SEBAC agreements in 2011 and in 2017 have had a major favorable budget impact on the state, and that had those agreements not been struck Connecticut would be facing structural deficits that dwarf those faced today. Those two agreements:

- Resulted in wage freezes for five of the eight years from FY 2012 and FY 2019;
- Significantly increased employee contributions for pensions, employee healthcare, and retiree healthcare;
- Extended the minimum retirement age, increased early retirement penalties, and reduced future cost of living adjustments for existing employees; and
- Established new pension tiers with affordable benefits for new employees - the normal cost of the defined benefit portion of the tier 4 pension plan is only 2.19 percent of salary for normal duty employees and just 0.72 percent for hazardous duty employees.

Various features of the two agreements are shown in the following chart:

| SEBAC 2011 | SEBAC 2017 |
|------------------------|---|
| Pension Changes | |
| Employee Contributions | Increased by 1.5% of salary for all tiers in FY 2018 and an additional 0.5% in FY 2020. |

| | | |
|---------------------|--|---|
| Benefits Changes | Minimum COLA reduced from 2.5% to 2.0% for individuals who retire after 9/2/2011. Doubled the reduction penalty for early retirement: from 3% per year to 6% per year. Age requirement for normal retirement increased by 3 years. | Minimum COLA reduced from 2% to 0% for employees who retire after 6/30/2022. Delayed receipt of first COLA after retirement. |
| New Pension Tier | Tier 3 established for employees hired after 7/1/2011. Includes change from 3-year to 5-year final wage smoothing, and a minimum retirement age for hazardous duty employees with less than 25 years of service. | Tier 4 established for employees hired after 7/1/2017. Tier 4 is a hybrid defined benefit / defined contribution plan which includes an employee contribution that is 3% higher than tier 3, a multiplier for defined benefit benefits that is more than 7% lower than tier 3, eliminates the breakpoint, and limits the amount of pension that can be derived from overtime. The defined contribution portion includes a state contribution of 1% and a minimum employee contribution of 1%. |
| Other Pension Plans | | Makes changes to the Higher Education Alternative Retirement Plan, including an increase in the employee contribution and a decrease in the state's contribution to the plan. |

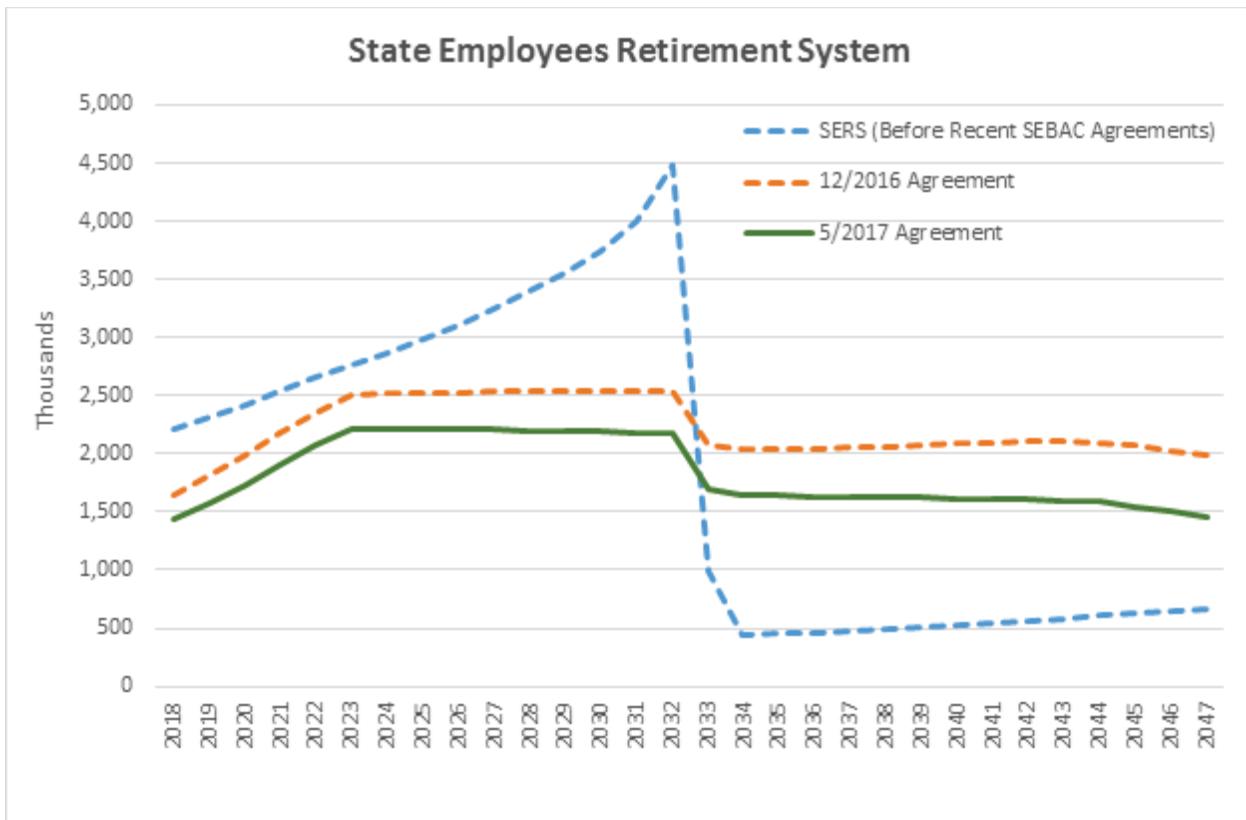
Employee Wage Changes

| | | |
|-----------------------|---|---|
| Wage Freeze | Two-year wage freeze: FY 2012 and FY 2013. | Three-year wage freeze: FY 2017, 2018, and 2019. |
| Other Wage Provisions | | 3 furlough days in FY 2018 for most bargaining units. One-time payments (generally \$2,000) in FY 2019. |
| Longevity | Elimination of the October 2011 longevity payment for capped bargaining units and elimination of longevity for new employees. | Deferral of April 2018 longevity payment until FY 2019. |

Healthcare Changes

| | | |
|----------------------|---|--|
| Benefits | Increased emergency room (ER) co-pay to \$35 | Increased ER copay to \$250, increased utilization management, and established a tiered network. |
| Premium Cost Sharing | | Phased-in approximate 25% increase in active employee's share of premium costs. |
| OPEB | All employees to contribute 3% to Other Post-Employment Benefits Fund for 10 years. Increased the amount of state service necessary for retiree healthcare from 10 years to 15 years. | New employees contribute to OPEB fund for 15 years. All retirees are transitioned to a Medicare Advantage plan. Increase in retiree share of premium costs for employees who retire after 10/1/2017 and again in 2022. |

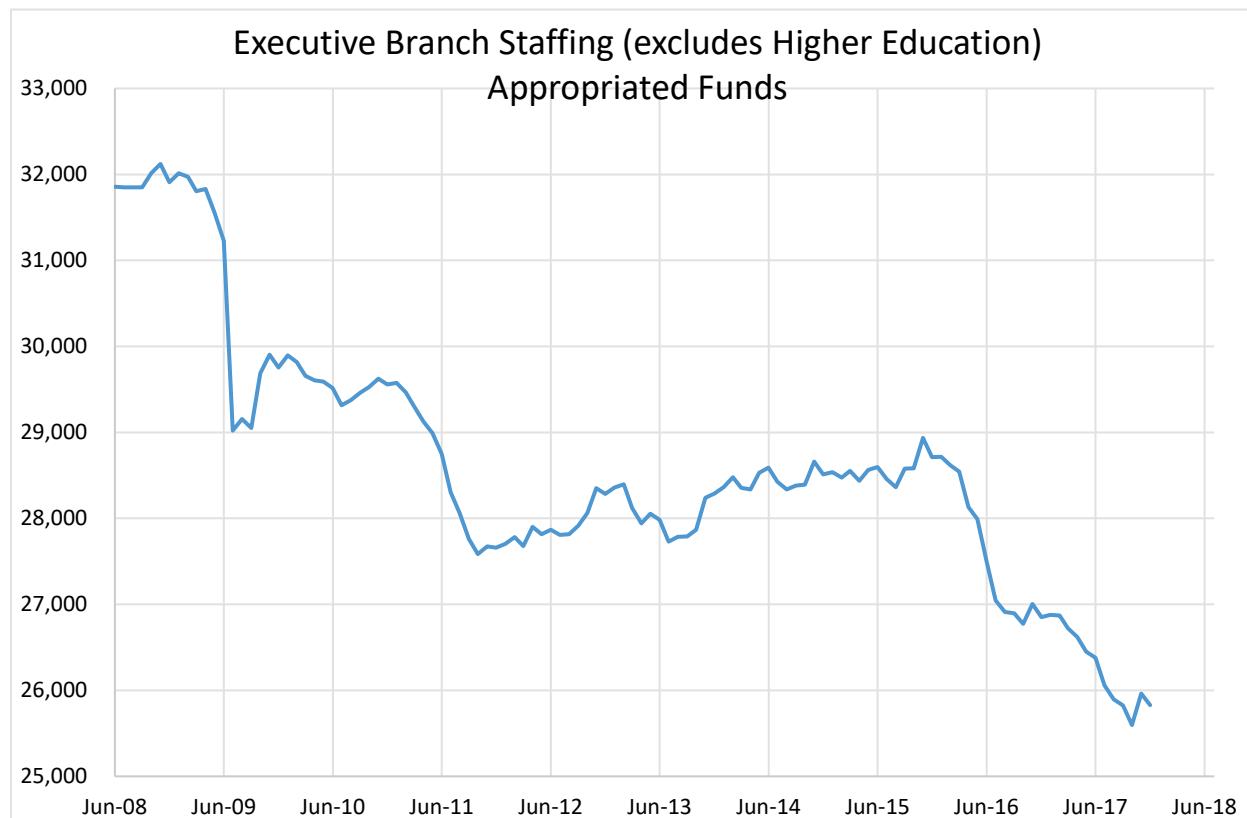
The agreement in late 2016 that lowered the assumed rate of return and made structural changes to the amortization assumptions and methods created a smoother and more predictable payment schedule for the state's annual contribution. These changes helped avoid the spiking annual contributions the state would have faced in the late 2020s and early 2030s that could have eclipsed \$5



and \$6 billion per year and would have required significant tax increases or major expenditure cuts. Further, the new system allows for market shocks to be more easily absorbed, as those are amortized over 25 year periods rather than requiring that they be spread over fewer years at the end of a fixed period. We now project a far more stable and predictable future with a peak contribution of \$2.2 billion.

Connecticut State government made enormous strides as agencies have redesigned services, implemented new technology, and found ways to be more responsive to the public even though reduced budgets have demanded ever-decreasing staff levels. At the same time, the financial relationship between the state and its employees underwent seismic change, with two major concession agreements dramatically reducing the costs of new employees compared to those hired during previous eras.

Underlying all of these changes was the dramatic reduction in the number of state employees in the executive branch of state government. At the end of calendar year 2017, there were 25,830 permanent full-time employees being paid from appropriated funds in the executive branch (excluding higher education). That is 3,726, or 12.6 percent fewer than the number at the end of calendar year 2010. To take a longer perspective, this means that in 2018 executive branch agencies had fewer staff than any time since the 1950s, adjusted for population change. This trend was the result of aggressive action by the state to achieve attrition, as well as some minimal number of layoffs that occurred from time to time. This attrition enabled the state to achieve significant budget savings, and was a major component of savings achieved under both concession agreements with state employees.



More Work to Do

The state has made promises to state workers and teachers over many years without setting aside enough money to pay for those promises. Those promises are important to keep. Earned pensions are considered a property right under Connecticut law. Moreover, we should keep the promises made to those who taught our children, cared for our sick, and protected our residents until they retired, simply because it is moral and right. The challenge that we face now and will continue to face is how to keep those promises while still meeting the needs of the state and its taxpayers.

We must continue to pay at least the full state contribution each year, based on sound actuarial assumptions. That means Connecticut should not be tempted by pension holidays, early retirement incentives or other gimmicks that are too good to be true.

With respect to the SERS system, which has been significantly restructured over the last eight years, the state must continue to look closely at the results and the funding policies in place. The new requirement for annual stress testing provides a way for the state to monitor and mitigate risks in the system on a routine basis so that changes can be made to ensure that our long-term effort to reach full funding is successful, and that once there the system remains healthy.

The Teachers' Retirement System faces more urgent needs. The current law requires that the state use actuarial methods that push repayment of unfunded liabilities out into the future, while demanding that the full repayment be complete by 2032. This could result in unaffordable pension payments over the next decade, and could ultimately threaten the solvency of the plan. Changes to this system are complicated by bond covenants related to the 2008 pension obligation bonds issued to shore up the TRS.

The state must resolve the legal questions around the bond covenant and develop a new funding policy for TRS. That policy must include lower, more reasonable assumptions about investment returns, more conservative methods of paying down unfunded liability, and more time to achieve full funding. A funding plan that does not allow for affordable contributions will lead to underfunding and ultimately failure of the system. There are, however, solutions that will create tough but affordable payments, and ensure the viability of the pension plan. The state must act on these in the coming years, or the solutions available will be even harsher.

The state must consider sharing its responsibilities as plan sponsor for TRS with local governments who employ teachers, set staffing levels, and negotiate salaries. Even if this cost-sharing only applies to ongoing costs and not unfunded liability, it will create a more resilient system that can better ensure retirement for Connecticut teachers in the future.

Finally, the state should continue to find new ways to constrain costs of its employee and retiree health plans. Building on the successes of the Health Enhancement Program, the new State Medicare Advantage Plan, and other advances, the state should strive to make continuous improvements in the cost effectiveness of its health offerings.



State of Connecticut
Office of Governor Dannel P. Malloy

Government Efficiency & Modernization

"State government must be leaner and more efficient while still being responsive to residents. This is the beginning of a new way of doing the state's business, one that will certainly lead to cost savings for taxpayers, but as importantly, will make it easier for citizens and businesses to work with government. State agencies are not immune from the same decisions being made in corporations and households across the state — doing more with less — and this step will ultimately give us a leaner, more efficient Connecticut." — Governor Dannel P. Malloy outlining plans to significantly reduce the number of state agencies, June 30, 2011.

The rapidly changing pace of technology provides significant opportunities to transform how government provides services. Connecticut undertook initiatives to modernize the relationship between the state and its employees, Governor Malloy oversaw a major renewal of the technology state agencies rely on to provide responsive, cost-effective services. The state upgraded systems, implemented new technologies, enhanced security, and added new data centers to ensure business continuity.

Progress during the Malloy administration:

- Established the IT Capital Investment Program and **invested nearly \$376 million** to make state government more efficient and user-friendly.
- Established the LeanCT program to improve process and make the state more efficient and customer-focused.
- Expanded transparency and access to government data by **modernizing the network of state websites**.
- Made all state regulations easily accessible to the public online.
- **Consolidated 81 state agencies to a total of 47 in 2018.**
- Modernized newly acquired and existing state facilities in excess of 1 million square feet while reducing the use of leased space.

LeanCT

In March 2013, a directive was issued to all state agencies to begin utilizing project management tools and process improvement methodologies such as LEAN to become more efficient and customer-focused. Since its inception, LeanCT has continually assisted state agencies achieve progress on process efficiencies, improve service to the individuals they serve and support, and maintain high levels of quality.

Through the LeanCT initiative, more than 3,000 state employees, and nearly 200 nonprofit provider staff members were trained to use Lean tools and principles to improve service delivery. LeanCT actively encourages participation in process improvement initiatives by more than 40 Executive branch agencies, several nonprofit provider agencies, municipal leaders, and the Legislative and Judicial branches of state government. As a result, hundreds of processes were analyzed and streamlined. LeanCT has empowered employees to eliminate waste, remove redundant steps, and add standardization across programmatic, agency, and even, industry lines. In a survey of state agencies in 2018, respondents reported that they had successfully utilized Lean to mitigate the impacts of staff and/or budget reductions between 2013 and 2018.

Through its work and accomplishments, LeanCT assisted the State of Connecticut in becoming a national leader in its efforts to align people, process and technology, to enable service delivery in the most cost efficient and effective manner. In 2017, Connecticut was honored as a leader in the Lean Government field, as a recipient of the 2017 Bright Idea Award by Harvard University's Ash Center for Democratic Governance and Innovation at the Harvard Kennedy School. Connecticut was also the recipient of a 2017 Bright Idea Award for its modernized regulations website. In 2015, LeanCT was highlighted as a national model for Lean Government Practices by Gemba Academy and in 2017, Connecticut was featured in *GovTech* online publication for the state's use of Lean tools prior to process automation.⁴⁶

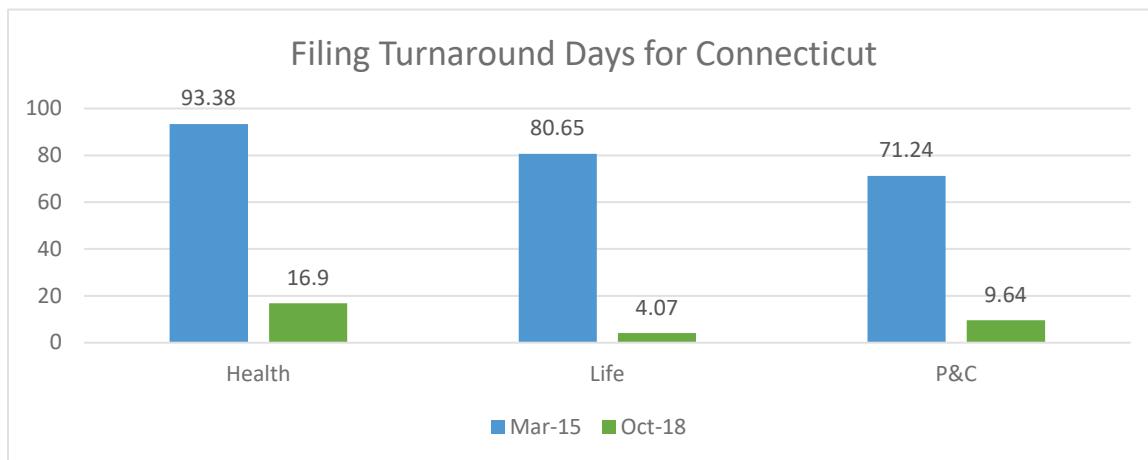
Process improvement methodologies, including Lean, is now a critical part of Connecticut's management process and entrenched in the culture. One of the most significant shifts in this regard was evidenced by the coordination between the LeanCT program and the IT Capital Investment Program. Through this collaboration, it became commonplace for an agency to use process improvement techniques to streamline their workflow *prior* to requesting funding from the IT Investment Fund for a technological solution. While this may seem like an obvious course of action, it was a significant cultural shift in the way agencies approached the use of IT to improve business outcomes. The two programs work closely to identify opportunities for inter-agency collaboration, common technology needs throughout state government, and best practices across the system, while promoting the concept of improving any process prior to automation, and supporting state agencies in their implementation of this philosophy.

Highlight: Connecticut Insurance Department

Beginning in 2015, the Connecticut Insurance Department (CID) undertook a number of Lean initiatives to improve its efficiency and effectiveness. These initiatives have further enhanced Connecticut's reputation as a domicile of choice for insurance companies.

Results achieved include the following:

- Financial Regulation moved to a software platform that allows for easy sharing of information between in-house examiners at the Department and the field examiners on-site at the companies.
- The actuarial unit increased the use of in-house expertise to manage outside consultants used for financial exams. That approach allowed the unit to cut a carrier's cost nearly in half for a financial exam.
- The Department recently implemented changes to its process for licensing out-of-state companies applying for admittance to write business in Connecticut. The improved process has meaningfully reduced the waiting time for the review and decision on applications and further progress is expected this year.
- Licensee service improvements for the more than 230,000 agents, brokers, adjusters and bail bonds agents were created through online applications and renewal notices, phone system improvements, an on-line payment portal and an improved communication on the Department website. These initiatives made the CID more user friendly for licensee and reduced redirection of questions, and saved postage, paper and internal production costs.
- Product filing review in the Life and Health and Property and Casualty Divisions are within 30 days, which is the regulatory best practice standard. A more than four year backlog of more than 700 property and casualty filings was eliminated in 2017.



The Insurance Department dramatically improved processing times for review of filings in its Health, Life, and Property and Casualty Divisions.

Highlight: Connecticut Department of Motor Vehicles

In 2011, the state Department of Motor Vehicles (DMV) was seen as an unwieldy bureaucracy whose operations forced long-wait times on customers and showed no major signs of change to

meet 21st Century demands for quicker, more efficient, and online services. Aging computer systems, outdated policies, and unnecessary paperwork created hurdles customers often faced for many routine tasks.

The Governor ordered steps to cut red tape, reduce wait times, improve online customer services and search for innovative ways for modernize service delivery for customers. Chief among the major changes that followed was the reconstruction of a more than 40-year-old computer system for registering vehicles. In a strategic approach, coupled with other technology improvements and streamlining behind-the-scenes bureaucracy, all these improvements focused on putting the customer first.

Additional accomplishments brought about this modernization include:

- Wait times in offices dropped by a seasonally adjusted 55 percent after using data-driven analysis (2016 compared to 2015). Wait times are also posted online and updated every five minutes.
- A 36 percent reduction in phone center customer wait times.
- A significant drop in return trips to DMV because of missing paperwork resulting in about 90 percent of customers served at a window complete their transaction.
- Developed the agency's first mobile application, Connecticut DMV Mobile that features DMV wait times and locations, online services, practice learner's permit tests and ability to schedule a learner's permit knowledge test.
- Digitized and automated voter registration at the DMV.

IT Capital Investment Program

The IT Capital Investment Program was established in 2012 to counter years of neglect and make strategic investments to upgrade technology and create systems across agencies that make state government more efficient and user-friendly.

The challenge for Connecticut was the high cost to fix or upgrade all of its technology systems on an individual basis. That's why the IT Capital Investment Program leveraged its investments in technology by taking an enterprise-wide approach wherever possible and focused on creating systems that are interoperable and involve shared services and applications.

Prior to establishment of the IT Capital Investment Program, the Center for Digital Government (CDG), the longest-running examination of technology use in state government, ranked Connecticut in the lowest third among states in IT leadership, service delivery, citizen engagement, innovation and collaboration. Investments in technology were less than 1 percent of operating expenses, while experts recommend that best practice enterprises in both the public and private sector spend an average of 4.1 percent.⁴⁷ Between fiscal years 2013 and 2019, the IT Capital Investment Program has worked with authorized funding of \$376 million to invest across nearly all functions of government.⁴⁸ In 2014, Connecticut achieved one of the biggest improvements in the CDG Survey.⁴⁹

Other noteworthy projects that are a direct result of the Capital IT Investment Program include:

- The state modernized the hiring process by implementing JobAps, a state-of-the-art job application and recruitment system, which eliminated approximately \$40,000 in annual paper, supplies, and testing venue expenses.
- Unemployment Insurance modernization with self-service capabilities which is expected to result in approximately 44,457 less hours of Department of Labor staff time per year spent processing transactions on behalf of claimants and employers.
- The Department of Revenue Services (DRS) automated its document management process reducing paper storage by more than 60 percent. Previously, it could take 10 weeks or more to get taxpayer information back from external data capture vendors, but now it is available in real time.

Human Service Improvements

Connecticut positioned itself as a national leader for its efforts to align people, process, and technology to enable service delivery in the most cost efficient and effective manner.

In particular, through the IT Capital Investment Program, the state funded 75 improvement projects across all areas of state government.

Perhaps no agency saw more dramatic results than the Department of Social Services (DSS), which made vital upgrades to its processes and nearly *three-decade-old* systems. Importantly, DSS was able to use their funding from the IT Capital Investment to leverage a 90 percent match — nearly \$300 million — from the federal government.

Through the program:

- DSS implemented business processes to streamline service delivery to residents. Previously, more than 95 percent of DSS customers left a regional office without having completed their business. After the implementation of new business processes, fewer than 15 percent of customers needed to return or return or make additional contact with the agency to complete their intended transaction.
- Online customer portals were created allowing 245,369 residents to apply for benefits online, rather than through the mail or an in-person visit. As of June 2018, nearly 250,000 residents had created online accounts, allowing them to submit and obtain information without staff intervention.
- More than 20 million documents were digitized, eliminating vast amounts of paper documents awaiting processing.

In addition to the overall success of the department's service delivery, the Supplemental Nutrition Assistance Program (SNAP) saw a tremendous improvement. For decades, SNAP was a problem spot for the state, by federal standards, and Connecticut was in real danger of being assessed millions of dollars in financial penalties. The program ranked 41st and 44th nationally in key administrative accuracy measures. Timeliness in granting benefits was 53rd nationally, below all other states and territories operating SNAP programs. Staff at the Department of Social Services were working hard under a deluge of paper applications that had risen greatly with the Great Recession, but processing and infrastructure deficiencies were undercutting their efforts.

Flash forward to 2018, DSS is operating a very different SNAP program. Performance measures now rank Connecticut fifth best out of 53 states and territories in application processing timeliness, completing a rapid and unprecedented rise from last in 2011, 2012 and 2013. In fact, DSS now expedites benefits to the neediest households in 1.5 days on average, well below the seven-day federal requirement. Administrative accuracy measures have also substantially improved. The Department's payment error rate is below the national average of 6.3 percent and continues a trend of significant improvement since 2013. About 375,000 low-income residents — including more than 138,000 children- were receiving assistance to put food on the table and make ends meet in 2018. And more than \$52 million in federal revenue is pumped into Connecticut's food economy each month.

Through process improvement and prudent investments in technology, and dedication from DSS employees, the state:

- Launched "ConneCT" in July 2013, a business modernization project which replaced piles of paper on individual workers' desks with electronically scanned documents available to any worker in the state. There are no paper case files to misplace, and clients can be served by any eligibility worker in the state.
- Developed online applications, renewals and change reporting to streamline customer access and staff workflow.
- Replaced outdated local phone systems with a centralized modern phone system. Clients can now call one number and be served by eligibility workers statewide, clients can also get most information about their benefits at the push of a button, on-line, or via phone unassisted, 24/7. More than 2.5 million calls have been processed since the July 2013 launch of ConneCT.

Open Data

Connecticut has become a pioneering leader in making data available to the people of Connecticut. In fact, the state's efforts related to Open Data were nationally recognized on multiple occasions in the past eight years.

With Executive Order No. 39⁵⁰, Governor Malloy created the Connecticut Open Data Portal to serve as an online portal where data collected across all state government agencies would be shared with the public. Between February 2014 and June 2018, Connecticut made huge strides in increasing public access to important government datasets. In this time, state agencies released more than 630 datasets consisting of more than 110 million rows of data. The state's Open Data Portal⁵¹ was accessed more than eight million times by June 2018.

Data from the site has been used to:

- Develop a tool that can predict the likelihood of drug overdoses, helping first responders and hospitals ensure they are prepared in advance;
- Help families make informed decisions when selecting day or summer camps by making Office of Early Childhood inspection results of child care facilities available to 211; and

- Create a more efficient municipal permitting system for both local officials and those seeking permits by data made available from the state's licensing system.

To ensure this important work continues, Executive Order 39 was codified, establishing a coordinated strategy to manage and treat data as a strategic asset. Public Act 18-175⁵² enabled OPM to establish policies and principles to ensure the state's data is more effectively managed and used to support a more effective government.

Technology Improvements

Criminal Justice Systems

Continued investment in criminal justice reforms is one of the hallmarks of the Malloy administration with substantial results. In support of these initiatives, the state completed nine releases of the Criminal Information Sharing System (CISS) into production. CISS is a comprehensive, state-wide Criminal Justice Information System (CJIS) technology established to facilitate electronic information exchange between stakeholders having any cognizance over matters relating to law enforcement and criminal justice.

CISS includes modern search capability of CJIS data and real-time workflow of actionable information.

During this time, multiple state and local agencies collaborated to replace the aging and outdated 911 system with a state of the art Next Generation 911 system. This system handled 2 million 911 calls statewide in 2017. This new system includes many new features designed to improve citizen and first responder safety, including the automatic rerouting of calls for Public-Safety Answering Point (PSAP) outage and call overflow conditions, and Text-to-911 capabilities.

Partnering with Local Government

The state also prioritized technology partnerships with local government. The state expanded its research and education network (CEN) to include municipalities for high-speed broadband access. In the last two years (2016-2018), the state expanded connectivity from 70 to more than 100 municipalities, and expanded access to the state's libraries, bringing the total number of fiber connected libraries to 136 (out of 193). This investment reflects the critical role libraries play in improving digital literacy and helping to provide greater access to technology resources across the entire state.

The Connecticut Commission for Educational Technology applied an innovative solution for the problem of keeping our students' data protected. Instead of having more than 1,000 schools independently vet and negotiate terms of service agreements — at an indirect cost to districts of more than 80,000 staff hours statewide — the State implemented a hub to allow software providers to digitally sign the Connecticut Student Data Privacy Pledge. In Year one alone, the initiative has resulted in a 7,000 percent return on investment, with a 25 percent quarterly increase in usage since its launch.

Additional evidence of the sharing of state resources to improve capabilities, at lower cost, was the introduction of Distributed Denial of Service protections to the CEN. CEN added this capability in 2017 and has mitigated more than 200 attacks in this fiscal year alone. No school, library or town could afford this protection on their own, but by leveraging the network, all participants have been protected from this growing cyber risk.

Improved and Efficient State IT Infrastructure

Connecticut moved from a primary data center facility costing the state more than \$6 million per year to an innovative public-private arrangement resulting in the reuse of an existing private data center. Along the way, the state consolidated 275 physical servers to 50 physical servers providing hardware, software and power savings.

The State of Connecticut Judicial Branch moved into the State's Groton Data Center in 2016. They originally requested \$25 million in funding to build out and move to a new data center. Utilizing this method, they reduced capital needs by \$16 million.

Finally, the State moved from an older-style disaster recovery approach to a joint agreement between Connecticut and Massachusetts to utilize the Springfield data center facility. This change allows the State to have real-time data backup and critical system resiliency and introduced a flexible computing model that prepared the state to use cloud resources all at a lower price.

Modernizing of the State Website

Prior to 2011, the State of Connecticut's official website, which acts as a portal to every agency in state government, used outdated 1990's web technology and residents still could not perform many basic interactions online.

By late 2011, the state began a modernization process and complete redesign of its online presence in an effort to increase usability, convenience, transparency, and access for its visitors. The state accomplished this by using a self-funded plan under a unique public-private partnership that allows the portal to be developed and operated without tax dollars.

Designed for use on computers, tablets, and mobile devices, the state's new website was completely redesigned to prioritize the features and services that residents most frequently access. State agencies now have the ability to increase the number of interactive, online transactions that residents can complete over the internet, eliminating the need in many cases to use old-fashioned paper forms. The number of available services that can be completed online continues to grow on a regular basis to this day.

Online Publishing of State Regulations

For decades, the only way members of the public could obtain copies of state agency regulations was through hard copy documents available through commercial legal material providers. Records on individual regulations were kept in hard copy by the agency writing the regulations. Prior to 2011, Connecticut had become one of the only states in the nation that did not have its agency regulations available to the public over the internet.

Upon taking office, Governor Malloy directed his staff to work with state agencies on a project to make all state regulations easily accessible to the public online. Then in 2012, a law codifying into state statute that all regulations must be published on the internet to ensure that this transparency effort continues was passed.⁵³

Today, Connecticut has a state regulations website⁵⁴, which was awarded the 2017 Bright Idea Award by Kennedy School's competition. Connecticut was also the recipient of a 2017 Bright Idea Award for LeanCT. Funding for the regulations project was provided through the IT Capital Investment Program and is an example of the Program's impact on successfully implementing technology projects across multiple state agencies.

Not only does the website make available all agency regulations over the internet for the first time ever, but it also provides several interactive features, such as allowing users to easily search terms to find regulations and use search filtering to find information faster. In addition, members of the public can read regulations that have been proposed by an agency but not yet adopted, and a chronological record is kept of each proposed regulation as they proceed through that process. After a proposed regulation has been drafted and becomes open for public comment, users are able to submit a comment directly through the website, and can also read other users' comments. An alert feature allows the public to sign up for email notifications when agencies post information to the database, providing the public with greater ability to monitor regulations.

Modernization of State Facilities

Another key initiative was to reduce the costs associated with leasing space for state agencies, as well as to maximize the utilization of state owned space. With an emphasis on efficiency, both leased space and state owned space allocations were reduced resulting in space standards more aligned with the private sector, thereby reducing overall costs.

The state successfully reduced leased space from approximately 3.12 million square feet in 2011, to approximately 2.5 million square feet planned by 2019, resulting in a reduction in leased costs from approximately \$63.5 million to \$53 million annually. Equally important, through this endeavor the state acquired and modernized more than 1,000,000 square feet of new space, as well as more than 350,000 square feet of existing state space. This vision resulted in the relocation of more than 3,000 state employees and students to downtown Hartford and the establishment of modernized facilities to use for decades into the future.

From the onset, the administration encouraged the ownership or leasing of modern buildings to replace obsolete facilities, thereby achieving cost and energy efficiencies, maximizing delivery of services to the public, increasing utilization of mass transportation, and providing a comfortable and space-efficient work environment. Additionally, a transparent, all-encompassing inventory of state owned and leased real property was created.⁵⁵

More Work to Do

State government must continue to modernize its approach to the delivery of services. In order to do this in the most cost effective manner there must be continued coordination of employee effort, sharing of information, and upgrades of outdated technology. As the world continuously changes, so must Connecticut's approach to delivering quality services and supports to our residents.

The state should become more effective by finalizing the State Data Plan and complete agency inventories of high value data, as required by Public Act No. 18-175.⁵⁶ Further, the next administration should coordinate efforts between the IT Capital Investment Program and the final State Data Plan to enhance standardization and integration of data systems and data management practices across all executive branch agencies.

As the culture has begun to change in state agencies, Connecticut should continue to promote process improvement principles and activities throughout state government, focusing on customer value, performance outcomes, and process efficiencies. Our work in this area is far from over, and must be encouraged to continue in the future. Focusing on improved service delivery, efficiency, and modernization is the only way to move Connecticut forward. Of critical importance, Connecticut must continue to invest in the IT Capital Investment Program. Several projects are underway and require continued funding. The next administration should sustain budget authorization commitments in Fiscal Year 2020 and Fiscal Year 2021 at \$50 million per fiscal year. This will ensure critical projects at the Department of Administrative Services, Department of Revenue Services, Department of Labor, Department of Emergency Services and Public Protection, Department of Social Services, and Department of Children and Families move forward, improving the way the state services its residents and reducing the cost to deliver those services.

⁴⁶ [GovTech Online: Technology is a Tool, Not a Solutions in Connecticut's Journey to LEAN](#)

⁴⁷ [The Gartner Group IT Key Metrics Data](#)

⁴⁸ [CT Open Data: IT Capital Investment Program by Function of Government](#)

⁴⁹ [Government Technology: Which States Have the Best Technology? Digital States Survey 2014](#)

⁵⁰ Governor Malloy Executive Order No. 39 creating a state open data portal.

⁵¹ <https://data.ct.gov>

⁵² Public Act 175: An Act Concerning Executive Branch Agency Data Management and Process, The Transmittal of Town Property Assessment Information and The Suspension of Certain Regulatory Requirements.

⁵³ [Public Act 12-92: An Act Transitioning the Regulations of Connecticut State Agencies to an Online Format](#)

⁵⁴ [Connecticut eRegulations System: Portal to Connecticut Regulations](#)

⁵⁵ [CT Office of Policy and Management: Inventory of Real Property](#)

⁵⁶ [Public Act 18-175: An Act Concerning Executive Branch Agency Data Management and Processes, the Transmittal of Town Property Assessment Information and the Suspension of Certain Regulatory Requirements](#)

Reimagining Justice



State of Connecticut
Office of Governor Dannel P. Malloy

Criminal Justice Reform

"We can truly be tough on crime by being smart on crime. The cycle our system currently encourages — one of permanent punishment — hurts too many families and communities. When we should have been focusing on permanent reform, we focused on permanent punishment. For too long, we built modern jails instead of modern schools. Because this bill passed, Connecticut has taken a giant step into the future." — Governor Dannel P. Malloy signing the Second Chance legislation, May 27, 2015

Less crime means safer neighborhoods. It also means a reduction in spending. Under Governor Malloy's leadership, Connecticut reimaged its criminal and juvenile justice systems with a focus on prevention and a fair opportunity for a second chance, rather than permanent punishment and stigma. By implementing smart criminal justice policy, the state drastically reduced its prison population while simultaneously reducing recidivism and violent crime. If current trends continue over the next few years, Connecticut is poised to become the first state in the nation to cut its prison and jail population in half.

Progress during the Malloy administration:

- **Repealed the death penalty.**
- Experienced the largest reduction in violent crime of any state from 2012 to 2017, while simultaneously seeing a continuous drop in recidivism.
- **Decreased the prison population from 18,000 to 13,000**, its lowest level since 1994.
- Closed four prisons and the Connecticut Juvenile Training School as well as major portions of five other prisons.
- **Decriminalized possession of small amounts of marijuana** and reduced simple possession of other drugs to a misdemeanor.
- **Eliminated “school zone” mandatory minimums for drug possession**, which disproportionately targeted people of color.
- **Eliminated “cash-only” bail and prohibited money bail for misdemeanors**, unless a judge makes a finding of dangerousness.
- **Established special units at Cheshire and York Correctional Institutions** to provide young adult inmates with access to developmentally appropriate programming aimed at reducing recidivism.
- Strengthened protections to bring dignity and fairness to incarcerated persons, especially women.
- **Implemented the nation’s first intuitive, searchable Criminal Justice Information System.**

Reimagining Justice: Transformative Policy Changes

Eliminating the Death Penalty

Connecticut's history of capital punishment dates back to its colonial days. Between 1636 and 2005, there were 158 executions in the state.⁵⁷ By the mid-1800s, reform efforts to repeal the use of capital punishment had begun. In 1955, Connecticut Governor Abraham Ribicoff introduced a bill to abolish the death penalty, but it was overwhelmingly defeated.

In 1995, former Governor Rowland led the passage of legislation attempting to make the death penalty "workable" in Connecticut, however, it was never carried out. An execution in 2005 — in which an inmate voluntarily gave up his appeals after being sentenced in 1987 — was the first that had occurred in over fifty years.⁵⁸ Nonetheless, advocates, including many victims' families, in Connecticut continued to fight for its elimination. By 2009, a bipartisan majority of the Connecticut General Assembly passed legislation to end the death penalty, but it was vetoed by Governor Jodi Rell.

Long an opponent of the death penalty, Governor Malloy pledged to sign a bill eliminating capital punishment should it reach his desk. He personally saw people poorly served by counsel, wrongfully accused, or mistakenly identified. He witnessed discrimination.

He explained that his experience as a prosecutor helped evolve his position and taught him firsthand that the criminal justice system — while designed with the highest ideals of our democratic society in mind — is imperfect. In 2012, Governor Malloy honored that pledge and made history by signing Public Act 12-5⁵⁹, repealing the death penalty in Connecticut and replacing it with a sentence of life in prison.

Modernizing State Drug Laws

Upon entering office, Governor Malloy began efforts to modernize Connecticut's drug laws. He began by decriminalizing possession of small amounts of marijuana. The penalty for possession of less than half of an ounce of marijuana became a violation subject to a fine of \$150 for a first offense, rather than a misdemeanor punishable by up to one year in prison. This commonsense policy change resulted in approximately 6,000 fewer criminal arrests in each of the following years.

Later, as part of the 2015 Second Chance Society legislative package, the simple possession of small amounts of narcotics was reduced from a felony punishable by up to seven years in prison to a misdemeanor with up to one year in prison. Further the legislation eliminated the two year mandatory prison sentence for possession of narcotics in a school zone — a law that had disproportionately impacted people of color living in our state's major urban centers. Urban centers are more densely populated therefore school zones are far more close to one another and spread into residential areas.

Bail Reform

In 2017, the state's pre-trial justice system was reformed to help break the cycle of crime and poverty. At that time in Connecticut, there were 3,343 people being held in jail simply because they could not post bond — accounting for 23 percent of the entire prison population. The state was spending approximately \$168 per day, per person to keep them behind bars.

The reform legislation focused on adults accused of committing misdemeanors who are unable to afford money bail and languish in jail for weeks or months. Often, this situation creates deteriorating conditions where those being held are unable to earn a paycheck, further intensifying their economic instability and potentially increasing their inability to lead productive, healthy lives within the community.

Developed based on findings from a [comprehensive study](#) on pretrial release and detention conducted by the Connecticut Sentencing Commission and input from the American Civil Liberties Union of Connecticut, the Yankee Institute of Connecticut, and a number of lawmakers, Public Act 17-145⁶⁰, *An Act Concerning Pretrial Justice Reform* was adopted in both chambers of the General Assembly with broad, bipartisan support. The legislation:

- Ended the practice of “cash only” bail, where defendants are prohibited from using a surety to post bail;
- Prohibited judges from setting money bail for misdemeanor charges unless they make a finding that the defendant is charged with a family violence crime, is likely to fail to appear in court, is likely to obstruct justice, or otherwise presents a danger to the community; and
- Reduced the time between a first and second court appearance for misdemeanor charges from 30 to 14 days for persons who are being held in jail pretrial.

Raising the Age

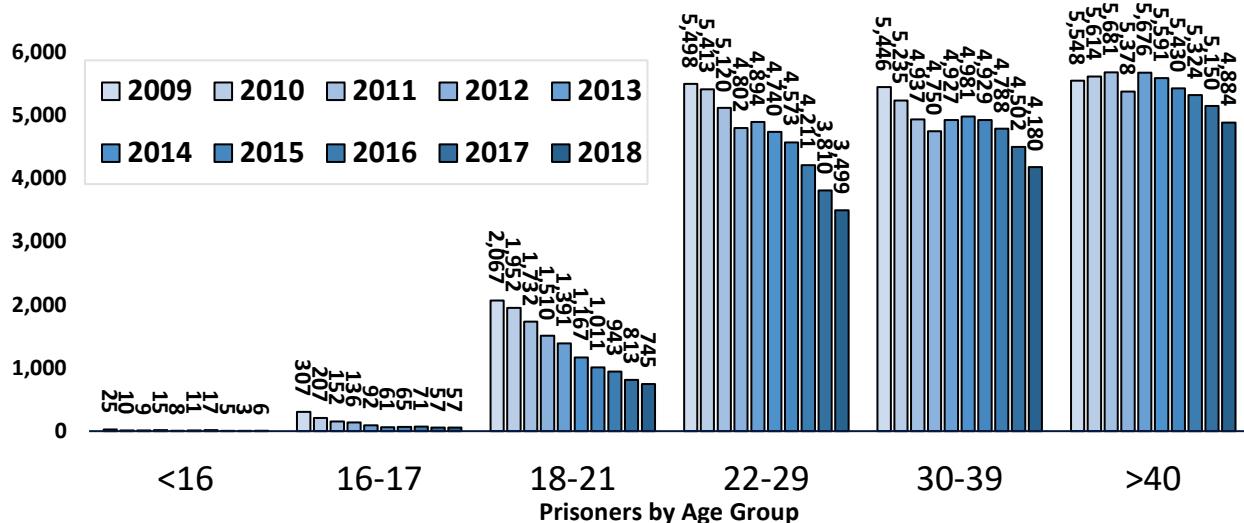
The research is clear: the brains of young adults are still developing well into their twenties. Simply appearing in adult court can have devastating consequences for a young person due to the lack of protections afforded to those appearing in juvenile court, such as confidential judicial proceedings and erasure of arrest records. Having young adults tried in adult court becomes an indelible mark on their record, potentially damaging them for life as they apply for college or a job.

As he entered office, Governor Malloy ensured the full and timely implementation of raising the age of juvenile jurisdiction up to 18, including all 17-year-olds in 2012. Prior to 2010, Connecticut was one of only three states that treated 16-year-olds as adults.

Further, believing that all too often, the criminal justice system unfairly derails a young persons' life before their brain is fully developed or even old enough to rent a car, Governor Malloy proposed raising the age of juvenile jurisdiction to 21 during the 2016, 2017, and 2018 legislative sessions.

As of 2018, the arrests of young people have dropped by more than 60 percent since 2008. The incarcerated population under the age of 21 has declined by almost 70 percent.

Incarceration and Age 2009-2018



Limiting Special Parole

Connecticut is the only state in the country to have “special parole” — an additional post-release supervision option that can be ordered by the judge at the time of sentencing. When the legislature first enacted this law in the late 1990s, the intent was to mandate post-release supervision for those who were high-risk, violent, and sexual offenders after their release into the community. However, over time, special parole was ordered for many offenders that did not fit the original intent of the law. In fact, the population of special parolees was the only segment of the incarcerated and supervised population that increased, at a time when all other segments were decreasing.

This overuse of special parole and the “zero-tolerance” supervision it requires led to unintended consequences. Such as include preventing the Department of Correction from focusing its resources on increased recidivism, an unprecedented shortage of halfway house beds for other parolees, and poor resource allocation that diverted DOC’s responses. To restore special parole to its original purpose, Public Act 18-63⁶¹ creates parameters for the use of special parole for the highest risk offenders coming out of prison, and excluded drug offenses. Now, the court can only impose a period of special parole if it is necessary to ensure public safety. The court is required to factor the nature of the offense, prior criminal record, and history of performance on probation/parole to determine if a term of special parole is necessary. Now, special parole will be focused on the most high-risk, violent, and sexual offenders.

Data, Technology, and Transparency

The use of data and technology can help policymakers, academics, and journalists better understand the intended and unintended consequences of criminal justice policy and practice. Over the last eight years, increased access to data and transparency in the criminal justice system has been a priority.

Connecticut became the first state in the nation to:

- Implement a fully operational Criminal Information Sharing System (CISS), making the state's criminal justice system more transparent than ever before. CISS features a fully integrated and secure intuitive search capability allowing properly credentialed individuals to access all criminal justice information from various agencies.
- Begin statewide collection and analysis of racial profiling data. All traffic stop data is now directly received at the state level by Central Connecticut State University and analyzed annual reports are issued for every police department statewide. The public has full access to this data at www.CTRP3.org. Beyond transparency, the availability of this data allows policy makers and departments to adjust practices to ensure greater quality in policing.
- Begin collecting and reporting on Taser usage. All police departments using Electronic Defense Weapons, such as Tasers, must report each use, including each time a weapon is unholstered but not discharged. Full data and analysis is released annually.

Combatting the School-to-Prison Pipeline

The School Based Diversion Initiative (SBDI) played a crucial role in combatting the school-to-prison pipeline over the past eight years. Schools that participate in the program consistently decrease the number of students suspended or expelled, and referred to court for nonviolent behavioral infractions. Schools who implemented SBDI do a better job of connecting students with the resources and supports they need.

The data proves the success of SBDI during the 2015-16 school year, schools participating in SBDI saw school-based court referrals decline by 21 percent and behavioral health service referrals to Emergency Mobile Psychiatric Services (EMPS) increase by 24 percent, surpassing the statewide average that year by 15 percentage points and 14 percentage points, respectively. Among the schools that adopted the program early in the school year, results were even more impressive, with a 33 percent drop in referrals to the juvenile court system and a 42 percent increase in referrals to mobile crisis interventions. This shift away from punitive discipline better serves the state's students, families, and communities, and helps to ensure a brighter future for Connecticut's youth. As of 2018, the program served 43 schools across 15 districts.⁶²

Closure of the Connecticut Juvenile Training School

From 2011 to 2018, the number of youths housed at Connecticut Juvenile Training School (CJTS) dropped precipitously due to a declining rate of juvenile and young adult arrests, record low crime rate, the recent criminal and juvenile justice reforms, and the enhanced behavioral health services made available by DCF to all of Connecticut's youth. The (CJTS), a maximum security prison-like facility was opened in 2001 for boys adjudicated as "delinquent" and committed to the Department of Children and Families (DCF). Between 2009 and 2016 arrests involving people under the age of 18 dropped by a dramatic 56 percent. Additionally, between 2009 and 2017, the number of inmates under the age of 18 incarcerated by the Connecticut Department of Correction dropped by almost 85 percent.

In December 2015, with the understanding the facility was an ill-advised and a costly relic of scandal 20 years ago, CJTS was scheduled to close. CJTS made rehabilitation, healing, and growth

more challenging. The administration worked for two years, engaging legislators, advocates, and subject matter experts to achieve that directive, while ensuring the best outcomes for the youth in its care. CJTS was officially closed ahead of schedule in April 2018.

Prison Reform

While criminal justice policy should be grounded in data and numbers — it is the incarcerated and formerly-incarcerated people behind those numbers who are ignored. This recognition shaped Governor Malloy's criminal justice policy and motivated him to visit the state's prisons frequently — more than twenty times over the course of his two terms, more than any governor in Connecticut history.

T.R.U.E. & W.O.R.T.H. Units

Inspired by a 2015 visit to German prisons, Governor Malloy led the establishment of a new unit for young adults at the maximum security Cheshire Correctional Institution in 2017. The unit houses offenders between the ages of 18 to 25 who have committed nonviolent crimes, and aims to prevent these young adults from returning to a life of crime and from returning to prison after they re-enter the community.

Known as the T.R.U.E. Unit — which stands for Truthfulness (to oneself and others), Respectfulness (toward the community), Understanding (ourselves and what brought us here), and Elevating (into success) — this unit provides young offenders with access to developmentally appropriate programming that seeks to engage them as productive members of society. In the T.R.U.E. Unit, specially trained staff work with the offenders in a much less confrontational manner. Mentors, who are older inmates serving lengthy sentences, are specially selected and trained to live and work with the younger inmates. Offenders began integrating into the unit at the end of January 2017. In July 2018, a second specialized unit, modeled after the T.R.U.E. unit was opened at the state's only female correctional institution, York. The unit, named W.O.R.T.H., stands for Women Overcoming Recidivism through Hard Work will provide young female inmates with rehabilitation and similar programming as the T.R.U.E. unit.

Second Chance Pell Program

In 2016, the Obama administration reinstated the Second Chance Pell Program, when it announced 67 colleges and universities throughout the country were chosen to participate in a pilot — four colleges were from Connecticut. The pilot allowed eligible inmates to receive Pell Grants to pursue postsecondary education while incarcerated, giving them an opportunity for meaningful change and a successful reentry. The program is funded by federal sources and leverages private funding.

As of August 2018, 962 students pursued a postsecondary education and 61 completed a certificate or degree.

Risk Reduction Earned Credit (RREC)

Prior to 2011, Connecticut's Department of Correction was one of only a few prison systems that did not provide incentives to inmates aimed at promoting positive behavior and discouraging misconduct. During his first year in office, Governor Malloy proposed that our state establish such a system building upon evidence-based national best practices in recidivism reduction. Our Risk Reduction Earned Credit (RREC) system authorizes prison officials to provide up to five days of credit each month to sentenced prisoners who abide by their individualized Offender Accountability Plan (OAP).

Connecticut's RREC system is the most conservative in the nation. Credits are not awarded for good behavior alone. Instead, requirements set out in a prisoner's OAP must be adhered to in order for monthly credits to be awarded. Prisoners convicted of the most violent offenses are ineligible to earn RREC credits. Eligible prisoners who are classified in higher security levels are only able to earn two or three credits per month, depending on their DOC assigned level. Sentenced violent offenders are required to serve at least 85 percent of their court imposed original sentence before parole eligibility. As a result, high-risk violent offenders now serve more of their original sentences than prior to the establishment of the RREC system.

Recidivism studies of those inmates released after the establishment of the RREC system demonstrate a steady downward trend in the number of released inmates returning to prison after release. For example, 900 fewer inmates released in 2014 returned to prison over the ensuing three years compared to those released in 2011. Just as encouraging is the drop in inmate-on-staff and inmate-on-inmate assaults in facilities since the advent to the RREC system. Fiscal Year 2017 statistics speak to a measurable decline in critical incidents. When compared to the previous year, inmate assaults are down 16 percent, inmate fights are down five percent and staff assaults are down by 14 percent.

Finally, an inmate's history of earning and/or forfeiting RREC has become an important predictor of success following release. As a result, all discretionary release decisions made by the Board of Pardons and Parole and the Department of Correction now consider RREC history in addition to other risk assessment tools. Connecticut's RREC system has become a national model now being emulated around the nation, including by congressional leaders developing bi-partisan federal prison reforms which include a RREC system for the first time.

Administrative Segregation

From 2011 to 2018, the Department of Correction dramatically reduced the number of offenders in administrative segregation, often referred to as solitary confinement without jeopardizing safety and security. In 2008 there were approximately 200 offenders on administrative segregation status at correctional facilities throughout Connecticut. By 2018 the average number of inmates on administrative segregation status was 20 to 25 in the entire state. Additionally, in 2017, with support from advocates and Senator Gary Winfield, Governor Malloy signed Public Act 17-239⁶³ — which banned the use of administrative segregation for persons under eighteen years of age.

Fairness for Incarcerated Persons

In 2018, Connecticut strengthened its efforts to bring fairness and dignity to incarcerated persons, and thereby reduce recidivism. By codifying specific practices — in Public Act 18-4, *An Act Concerning the Fair Treatment of Incarcerated Persons*⁶⁴, was approved unanimously in both chambers of the Connecticut General Assembly.

Public Act 18-4:

- Prohibits the shackling of pregnant inmates during labor;
- Requires the Department of Correction (DOC) to provide female inmates with feminine hygiene products at no cost;
- Requires DOC to establish child friendly visitation policies;
- Establishes standards of treatment for inmates who have a gender identity that differs from their assigned sex at birth;
- Prohibits non-medical staff of the opposite gender from viewing or interfering with incarcerated persons engaged in personal activities such as undressing, using toilet facilities, or showering;
- Requires DOC to establish and provide parenting support as well as pre-natal and post-partum services and supports;
- Requires DOC, the Board of Pardons and Paroles, and the Court Support Services Division of the judicial branch to utilize a gender responsible approach to risk assessment strategies that recognizes the unique risks and needs of female offenders; and
- Enhances requirements for gender-specific and trauma-related trainings for correctional staff.

First Lady Cathy Malloy, in particular, prioritized working on issues for incarcerated women and was instrumental in advocating for the passage of Public Act 18-4. Additionally, she was an avid supporter of the Judy Dworin Performance Project at York Correctional Facility, which provides an avenue for incarcerated women to positively express themselves through multi-art performance. She also worked with organizations that provide skills training to women to ensure their successful re-entry into their communities.

Re-Entry

Healthcare, mental health, job training, education, housing, employment, and faith based opportunities are all important pieces of a successful re-entry plan, without which many offenders struggle to rejoin their communities and in turn, recidivate.

Community Reintegration Centers

The state's first dedicated reintegration center at Cybulski Correctional Institution was opened in April 2015. The Community Reintegration Center for male offenders created a safe, secure, and humane environment for offenders to participate in a meaningful program to prepare them for re-entry into their communities. With dedicated space, the center expanded and consolidated reintegration

programs into one facility, leading to greater efficiency and reduced recidivism. Additionally, a specialized unit for veterans and DWI offenders was created at the center in March 2015. Since its creation, 545 inmates have participated in the Community Reintegration Center programming.

In the counseling and programming services of this facility, offenders also have an opportunity to address the causes and issues that brought them into incarceration.

Building on this progress, the York Correctional Reintegration Center for female offenders opened in February 2016. The center houses women who are nearing the end of their sentences and prepares them to reintegrate into society. Named "Keys to Success," the program encompasses multiple pathways, which are designed to provide specialized focus in certain areas of interest and are unique to each offender. Similar to the men's reintegration center, the programming includes education/vocation, recovery, family connection/relationships, faith and spirituality, and community service. The program assists inmates in addressing the issues that led them to incarceration, while simultaneously taking responsibility for their actions. They have the opportunity to acquire knowledge and skills crucial to preventing recidivism. The reintegration unit has the ability to place up to 68 offenders in the program. As of June 2018, 500 women had participated in the program.

Community Release Unit

The Department centralized release decisions, in a new unit named the Community Release Unit (CRU). Prior to the implementation of CRU, policies and procedures were quite complicated and required multiple staff members to review the offender release application before final decisions were rendered at the facility level by wardens and deputy wardens.

The Department's new procedures aims to meet the following objectives:

- Promote public safety by ensuring that offenders are reviewed for Community Release in a constant manner, by one decision maker, pairing the right intensity of supervision and amount of community treatment for each offender. This will be accomplished using new assessment tools such as the Statewide Collaborative Offender Risk Evaluation System (SCORES).
- Promote staff safety by allowing staff resources to be reallocated and focus more on facility operations like clinical supervision.
- Improve the facility environment by enhancing internal communications by allowing supervisors to focus attentions on staff development, training and supervision of employees.
- Simplify the review process to make it more understandable to the offender population and the line staff who interact with them.

In fiscal year 2018, 9,136 cases eligible for release consideration were reviewed by CRU. The release types — governed by Connecticut General Statute or Department of Correction policy — include Community Release, Transitional Supervision, DUI Home Confinement, Furloughs, Dual Supervision, and Transitional Placement. The CRU also assists the Commissioner in review of offenders being considered for release to the contracted Nursing Home for end of life care.

Specialized Care for Former Inmates

In 2013, to serve elderly and debilitated former inmates who require specialized care, known as 60 West — the nursing home began accepting paroled inmates in 2013. Becoming a national model, the facility was the first of its kind to win approval from the Centers for Medicaid and Medicare Services for federal nursing home funding and reduce costs to the Connecticut system.⁶⁵ To date, 217 residents have lived at 60 West.

Changes to the Parole Board

To improve efficiency and encourage transparency, a number of changes were made to the Parole Board:

- Established an expedited parole procedure for non-violent, no victim offenses;
- Implemented a new risk assessment tool (SCORES) to evaluate potential parolees;
- Implemented a structured decision making process to ensure the Parole Board explains the basis for each decision to deny or grant parole, including specific findings; and
- Established an expedited pardons procedure for non-violent, no victim offenses.

Leading the Conversation

Reimagining Justice 2017: A conversation on the National Impact of Crime and Incarceration

In 2017, Governor Malloy and First Lady Cathy Malloy brought together more than 400 leading criminal justice professionals from across the country in Hartford, Connecticut for a national discussion on the human impact of crime and incarceration.

The conference brought together participants, including formerly incarcerated individuals, victims of crime, academics, business leaders, and members of faith communities to discuss progress that has already been made and to examine national and international models of criminal justice reform to discuss juvenile and young offender issues, pretrial justice, incarceration, and re-entry. Former Senior Advisor to the President of the United States, Valerie Jarrett delivered the keynote speech.

Reimagining Justice 2018: ‘Outside In’

Following the success of the first conference, a second conference took place in May of 2018 — this time inside a maximum security prison, the first conference of its kind in the nation tailored toward state leaders and policymakers this conference was attended by about 150 frontline officials — including judges, prosecutors, victim advocates, corrections officers, legislators, and educational leaders. The unique setting gave attendees, many of whom had never been inside a correctional facility, an opportunity to see the inside of a prison while discussing the impact policies they implement have on people serving time in these types of institutions.

Discussion topics included the challenges crime victims face in the criminal justice system, best practices that produce successful offender community re-entry, and educational opportunities that are offered in correctional facilities. A keynote speech was delivered by Pennsylvania Department of Corrections Secretary, John E. Wetzel, and special remarks were made by Michael Smith, the Executive Director of the Obama Foundation's My Brother's Keeper Alliance.



Governor Malloy and First Lady Cathy Malloy speak with a group of inmates during the "Reimagining Justice 2018: Outside In" conference at the Cheshire Correctional Institution on May 30, 2018. Attended by 150 guests from the state's criminal justice community, it was the first time in the nation that a conference of this kind was held inside the walls of a maximum security prison, giving attendees an opportunity to see such a facility from the inside.

A Focus on Victims

Understanding the perspective and rights of victims is a key part of the criminal justice reform. As a part of ongoing efforts, several measures were enacted to support victims of crime.

Sexual Assault and Human Trafficking

The proper testing of sexual assault evidence kits is both a matter of justice for the victim and a matter of public safety. The evidence secured through the collection of DNA can eliminate or identify a suspect, identify someone with previous convictions, link cases, and identify serial rapists. In 2015, Public Act 15-207⁶⁶ was signed. It required all sexual assault evidence kits to be sent to the crime

laboratory no later than ten days after collection and also included specific time frames for the testing of such kits. In 2016, a Sexual Assault Kit Working Group was established and led by First Lady Cathy Malloy to identify issues and barriers in the process of submitting and testing sexual assault kits.

The working group's efforts led to Public Act 18-83, *An Act Promoting Fairness in Access to Information, Support and Justice for Sexual Assault Victims*⁶⁷ which codified best practices ensuring sexual assault victims are treated fairly.

This legislation required:

- The state to continue maintaining the electronic tracking system for sexual assault evidence kits;
- Health care facilities to contact a sexual assault victim advocate upon the arrival of a victim at their facility, to properly support the victim after a traumatic experience; and
- The Commission on the Standardization of the Collection of Evidence in Sexual Assault Investigations to develop policies and procedures to ensure victims have access to their kit information, including when the kit is tested, whether DNA from the kit was entered into a state or federal DNA data bank, and if there is a match.

Additionally, laws were strengthened to further protect victims of human trafficking, such as increased penalties and allowing the Office of Victim Services to waive the time limitation on victim compensation for minors.

Keeping Victims of Domestic Violence Safe

Piloted in 2012, the Connecticut State Police adopted a lethality assessment protocol in 2014 to keep victims of domestic violence safe by encouraging more victims to use shelters, counseling and advocacy, and support services. The lethality assessment is an evidence based series of questions asked of domestic violence victims by responding officers. It is an easy and effective method that identifies victims of domestic violence who are at heightened risk of being seriously injured or killed by their intimate partners and immediately connects them to a domestic violence service provider in their area. In 2017, Connecticut became the first state in the nation to implement the protocol statewide. According to the Connecticut Coalition Against Domestic Violence, between October 2012 and September 2017, there were more than 22,000 lethality screens conducted statewide, including 51 percent deemed high danger. 89 percent of high danger victims who spoke with a counselor followed up for services.⁶⁸

Working with domestic violence advocates, Governor Malloy successfully led the passage of Public Act 16-34⁶⁹ which prohibited the possession of firearms and ammunition for persons subject to a temporary restraining order stemming from domestic violence, pending a hearing in court, closing a dangerous loophole at a time when victims were at their most vulnerable. [See more on Public Act 16-34 in the Gun Safety Reform chapter on page 113]

Additionally, in 2018, Public Act 18-5⁷⁰ became law to discourage the practice of “dual arrests” — instances in which both the victim and perpetrator are arrested — following a domestic violence incident. Dual arrests can be traumatic for both the victim involved and other family members, such as children, who may be present. The new law required the identification of a dominant aggressor by

law enforcement when reporting to a domestic dispute and expanded training for law enforcement officials.

Victim Impact Panels

Following a restorative justice model, Connecticut has implemented a victim impact panel program for those who have been sentenced to probation after driving under the influence of alcohol or drugs. The panel provides a non-confrontational forum for victims or families of victims of incidents involving drivers under the influence to share their experiences and the impact such incidents have had on their lives. The program, seeks to prevent future offenses by creating an understanding of the real life, long-term effects driving under the influence has on people's lives. Additionally, in 2011 legislation was passed that gave discretion to the Department of Correction to allow individuals who were convicted of Driving Under the Influence to serve a portion of their sentence in home confinement. Victim advocates were instrumental in the passage of this legislation. Mothers Against Drunk Driving as well as the Lieutenant Governor Wyman were strong proponents of Public Act 11-51⁷¹.

Outcomes

As a result of Governor Malloy's landmark criminal justice reform initiatives, Connecticut drastically reduced its prison population while simultaneously reducing recidivism and experiencing a historic decline in violent crime.

Over the course of the administration:

- The prison population decreased from 18,000 to 13,000.
- By January 2019, the state's prison population is expected to fall to 12,901, dropping below 13,000 for the first time since September 1993. The Department of Correction's all-time high inmate population was on February 1, 2008 when it reached 19,893. If these trends continue over the next few years, Connecticut is poised to become the first state in the nation to cut its prison population in half from its all-time high.
- From 2011- 2014, three year recidivism rates declined in each of the four categories that are regularly monitored by the Office of Policy and Management (OPM) — new arrests, new convictions, returns-to-prison for any reason, and returns-to-prison to begin a new sentence of incarceration.
- For male inmates, over the three years following release, 1,109 fewer released prisoners picked up a new arrest in 2011. Similarly, 718 fewer released prisoners in 2014 returned to prison after three years of release compared to 2011.

At the same time the state reformed its criminal justice system, it also became a safer place to live, raise a family, and work. Connecticut experienced the largest reduction in violent crime of any state between 2012 and 2016. Additionally, following the implementation of gun safety reforms, the state had the fifth lowest firearm death rate in 2016— less than half of the national average.

More Work to Do

There is no doubt that Connecticut has led the nation in reimagining justice and reforming the state's criminal justice system, and we continue to build on this progress.

African Americans and Latinos continue to be overrepresented throughout the criminal and juvenile justice system. Recent reforms have begun to chip away at this disparity, but much more can be done to acknowledge and address this reality. Data collection and analysis must be expanded beyond traffic stop and taser use reports. The advent of the Criminal Information Sharing System capability will allow for policy makers, academics and journalists to better understand the intended and unintended consequences of criminal justice policy and practice. Special attention should be focused on the unique risks and needs of women, persons with mental illness, and those addicted to opioids. Further, every criminal justice professional should understand the role trauma plays in criminal behavior and the appropriate forms of supervision and treatment for victims of trauma.

Connecticut's nationally heralded success in implementing the original "Raise the Age" reforms, best illustrated by the dramatic and continuing decline in arrests and incarceration of young adults, proves that policy changes focused on crime reduction are effective. But more must be done.

The next governor and legislature should implement the proposals to further raise the age to of juvenile jurisdiction to age 20 like Vermont did. Massachusetts and Illinois have made progress in passing similar bills. Connecticut should continue to be among the nation's leaders in reducing crime among young adults by embracing emergent best practices.

Both Reimagining Justice conferences highlighted that knowledge gaps and siloes remain in our criminal justice system. Front line criminal justice professionals, including police, prosecutors, judges, corrections, probation and parole officers, victim advocates, and mental health and substance abuse treatment providers must be afforded the opportunity to understand how other actors in the criminal justice system make decisions and what resources each has available to manage and treat justice involved individuals.

⁵⁷ [Capital Punishment in Connecticut: Changing Views](#)

⁵⁸ [Capital Punishment in Connecticut: Changing Views](#)

⁵⁹ [Public Act 12-5: An Act Revising the Penalty for Capital Felonies](#)

⁶⁰ [Public Act 17-145: An Act Concerning Pretrial Justice Reform](#)

⁶¹ [Public Act 18-63: An Act Concerning Special Parole for High-Risk, Violent and Sexual Offenders.](#)

⁶² [Child Health and Development Institute of Connecticut: The Connecticut School-Based Diversion Initiative](#)

⁶³ [Public Act 17-239: An Act Concerning Isolated Confinement and Correctional Staff Training and Wellness](#)

⁶⁴ [Public Act 18-4: An Act Concerning the Fair Treatment of Incarcerated Persons](#)

⁶⁵ [Connecticut Health I-Team: 'Model' Nursing Home For Paroled Inmates To Get Federal Funds](#)

⁶⁶ [Public Act 15-207: An Act Concerning Evidence in Sexual Assault Cases](#)

⁶⁷ [Public Act 18-83: An Act Concerning Procedures Related to Collecting and Processing Sexual Assault Evidence Collection Kits](#)

⁶⁸ [Connecticut's Lethality Assessment Program 2017](#)

⁶⁹ [Public Act 16-34: An Act Protecting Victims of Domestic Violence](#)

⁷⁰ [Public Act 18-5: An Act Concerning Dual Arrests and the Training Required of Law Enforcement Personnel with Respect to Domestic Violence](#)

⁷¹ [Public Act 11-51: An Act Implementing the Provisions of the Budget Concerning the Judicial Branch, Child Protections, Criminal Justice, Weigh Stations and Certain State Agency Consolidations.](#)



State of Connecticut
Office of Governor Dannel P. Malloy

Gun Safety Reform

"We have come together in a way that few places in the nation have demonstrated the ability to do. In some senses, I hope that this is an example to the rest of the nation — certainly to our leaders in Washington, who seem so deeply divided about an issue such as universal background checks, where the country is not divided itself. When 92 percent of Americans agree that every gun sale should be subject to a background check then there's no excuse for representatives or senators who don't come to the assistance of those that they are elected to represent." — Governor Dannel P. Malloy on signing the toughest gun violence prevention law in the country, April 4, 2013

There is no corner of America left untouched by the plague of gun violence. On December 14, 2012, Connecticut and the nation lost 26 lives — including 20 children — in a horrific mass shooting at Sandy Hook Elementary School. The state continues to heal from one of the darkest days in our history. In response, state policymakers came together — buoyed by unprecedented waves of activism from students and other grassroots supporters of gun laws - to pass some of the smartest, toughest, gun safety laws in the country.

Progress during the Malloy administration:

- **Banned all military-style assault weapons and large capacity magazines.**
- **Instituted universal background checks** to keep guns out of the hands of felons, persons convicted of violent misdemeanors or drug offenses, the mentally ill, and those who are subject to restraining orders.
- Imposed age restrictions prohibiting the retail sale of long guns to anyone under 18 years of age.
- **Invested \$53 million in school security improvements** across Connecticut.
- Banned bump stocks, and other enhancements that increase the rate of fire for semiautomatic weapons, including trigger cranks, binary trigger systems, and other modifications.
- **Strengthened protections for victims of domestic violence** by prohibiting the possession of a firearm for individuals subject to a temporary restraining order, pending a hearing in court.
- Promoted firearm safety by lowering the allowable blood alcohol content (BAC) levels for persons engaged in hunting, making it consistent with BAC for driving and boating.
- The state was a founding member of the States for Gun Safety coalition to encourage greater cooperation among state governments in strengthening gun violence prevention efforts.

- **In 2018, crime was at a 50-year low;** Connecticut reduced violent crime by more than any other state between 2012 and 2016,⁷² and was ranked as the state with the fifth lowest firearm death rate — a rate that is less than half of the national average.⁷³

⁷² [9/25/18: Gov Malloy Annual FBI Crime Data Shows Connecticut Saw Largest Decline of Violent Crime](#)

⁷³ [1/17/18: Gov Malloy Statement on National Report Showing Connecticut is a Leader in Reducing Gun Violence](#)

Commonsense Gun Safety Reform

The weapon used in the Sandy Hook mass shooting was not classified as an assault weapon and was legal in Connecticut despite being capable of firing dozens of rounds per minute. Connecticut lawmakers agreed change was needed.

Commonsense Gun Safety

In the aftermath of the massacre at Sandy Hook Elementary School, Connecticut immediately began working to strengthen the state's gun safety laws on a bipartisan basis. On February 21, 2013, Governor Malloy proposed a package of commonsense gun safety reforms. The proposal endorsed reasonable measures to improve public safety, while preserving citizens' constitutional rights afforded under the Second Amendment. The plan included an expansion of the state's assault weapons ban and universal background checks, among other measures.

On April 3, 2013, the House passed Public Act 13-3, *An Act Concerning Gun Violence and Children's Safety*,⁷⁴ with a bipartisan vote of 105-44. The Senate approved the bill in a similarly bipartisan fashion, 26-10. The Governor signed the bill on April 4, 2013.



Joined by families of those who were killed in the tragedy at Sandy Hook Elementary School, in addition to members of law enforcement and state lawmakers, Governor Malloy signs into law a comprehensive bill on gun violence prevention, mental health initiatives, and school safety policies written in the aftermath of the Newtown tragedy. (April 4, 2013)

The final bill as passed enacted smart and strict gun safety requirements:

- Significantly expanded the state's assault weapons ban and required that anyone who lawfully possessed any of the banned weapons register them by January 1, 2014;
- Required a national criminal background check for all firearm purchases, including private sales between individuals or at gun shows;
- Prohibited gun dealers from selling long guns to anyone under 18 and certain semiautomatic rifles to anyone under 21;
- Banned the sale, purchase, or transfer of large capacity magazines that can hold more than 10 rounds;
- Established a state deadly weapon offender registry at the Department of Emergency Services and Public Protection;
- Required a state-issued gun credential to purchase ammunition;
- Prohibited the sale of ammunition or ammunition magazines to persons under age 18;
- Expanded provisions banning people from getting gun credentials or possessing firearms on mental health grounds, affecting both voluntary and involuntary commitments;
- Expanded ban on the sale or transfer of armor piercing bullets; and
- Prohibited people from storing firearms on their premises if they know or should know a person living there is ineligible to possess firearms, unless properly stored.

As a result of Public Act 13-3, all banned assault weapons and large capacity magazines had to be declared to Connecticut State Police by January 1, 2014. The state issued 52,771 assault weapon certificates for declared weapons. Additionally, the state received 40,945 large capacity magazine declarations.

Sandy Hook Advisory Commission

On January 3, 2013, Governor Malloy convened the Sandy Hook Advisory Commission, a 16 member panel tasked with reviewing current policy and making specific recommendations in the areas of public safety, with particular attention paid to school safety, mental health, and gun violence prevention.

The panel submitted an interim report in March that outlined areas of consideration on the issues of gun violence prevention and school safety, many of which were included in Public Act 13-3. Among them were 15 specific recommendations concerning firearm permitting and registration, the possession, sale, and use of military style assault weapons, large capacity magazines, ammunition, and firearm storage, as well as recommendations regarding the development of detailed safe school design and operations.

In all, the Sandy Hook Advisory Commission received testimony from more than 100 experts. The Commission's final report was released in March 2015 and included more than 90 recommendations related to: law enforcement and public safety; safe school design and operations; and mental and behavioral health.

Breaking the Cycle of Violence

Gun violence has been a persistent problem in many of our cities for decades. The simple fact is that more than two-thirds of homicides with firearms in Connecticut occur in the context of group or gang-involved urban violence or domestic violence. While Connecticut's comprehensive gun safety legislation would make our communities, schools, and places of business safer, it would not simply eliminate gun violence. More work was needed.

Project Longevity

In 2012, the state with the U.S. Department of Justice and community leaders, launched Project Longevity, a comprehensive initiative aimed at reducing gun violence in our major cities. Project Longevity uses a strategy that has shown violence can be reduced dramatically when community members and law enforcement join together to directly engage with violent groups. Project Longevity sends a powerful message that violent crimes will not be tolerated and offers help for those who seek to end their involvement and break the cycle of violent activity. It promises access to services for those willing to put down their guns and aggressive prosecution targeting those who do not.

The Yale Institute for Social and Policy Studies found that in the first 18 months of the program in New Haven, there was a 53 percent reduction in gang or group-related shootings per month directly attributable to Project Longevity.⁷⁵ From 2012 to 2017 gun-related homicides in New Haven fell from 16 to 5. The program is also being implemented in Hartford and Bridgeport.

Assisting Law Enforcement

In order to address modern policing issues such as gun violence, Connecticut Law Enforcement has expanded traditional means of policing to include cutting edge technology. First introduced in 2011 to a three square mile section in the City of Hartford, ShotSpotter, a gunfire-sensing technology, led to an increase in law enforcement's ability to locate gun activity and dispatch appropriate help. With 80 percent of gunshot incidents not reported across the United States, the utilization of technology such as ShotSpotter is important in curving gunfire incidents and ensuring victims receive lifesaving assistance in a timely manner. After the initial success, the city was able to expand the area covered by ShotSpotter to more than 11 square miles through a state grant in 2016. The services were expanded to New Haven in 2016 and Bridgeport to 2018.

In addition, the state has also provided resources to cities experiencing a spike in gun violence incidents. Three state police detectives and a supervisor were added to the Hartford shooting task force after the city experienced an increase in gun violence.

Strengthening Protections for Victims of Domestic Violence

Women in abusive relationships are five times more likely to be killed if their abuser has access to a firearm.⁷⁶ In Connecticut, individuals subject to a restraining order were already prohibited from possessing firearms or ammunition, but were left vulnerable during a critical window of time between the issuance of a temporary restraining order and the issuance of a permanent order.

Working alongside legislators, notably, Representative Robyn Porter of New Haven, and advocates on both sides of the issue, the Governor successfully led the passage of PA 16-34, *An Act Protecting Victims of Domestic Violence*.⁷⁷ This bill prohibited the possession of firearms and ammunition for persons subject to a temporary restraining order, pending a hearing in court. The legislation strengthened protections for victims of domestic violence, while also protecting the due process rights of respondents.

Additionally, in 2017, Connecticut became the first state in the nation to implement a lethality assessment program statewide that identifies victims who are at heightened risk of being killed or seriously injured and connects them to a domestic violence service provider in their area. [See more on the lethality assessment in the Criminal Justice chapter on page 109]

School Safety

In addition to commonsense gun safety reforms, Connecticut's bipartisan 2013 legislation prioritized school safety.

Public Act 13-3 required all school districts to develop school safety and security plans for every public school in Connecticut. Each local or regional board of education must annually review these plans and update them if necessary. Additionally, the Department of Emergency Services and Public Protection established school safety and security plan standards for guidance.⁷⁸ Institutions of higher education were also required to develop campus security plans, form campus threat assessment teams, and undergo safety audits.

The law created a council to establish new school safety and infrastructure requirements for existing school construction projects and school security improvements. Further, a School Security Infrastructure Grant Program was established to assist both public and private schools in improving school safety. Between 2013 and 2018 the state awarded three rounds of funding. As of June 2018, state and local governments had invested a combined total of \$53 million for security upgrades at 1,200 Connecticut schools. An additional \$10 million in funding was allocated to the Security Infrastructure Grant Program for fall 2018.

Mental Health

In the aftermath of Sandy Hook, the call was notably for stronger gun laws but also the need for studying and improving our state mental health services.

The Department of Mental Health and Addiction Services (DMHAS) increased the reach of Assertive Community Treatment (ACT) Teams. ACT is an evidenced-based practice that offers treatment, rehabilitation, and support services, using a person-centered, recovery-based approach, to individuals that have been diagnosed with a severe and persistent mental illness. DMHAS expanded ACT

internally at the state-operated Local Mental Health Authorities (LMHAs) so that it is widely available. As of August 2018, ACT services are available out of the Southeastern Mental Health Authority in Norwich, Connecticut Mental Health Center (CMHC) in New Haven, Western CT Mental Health Network in Waterbury, Capitol Region Mental Health Center (CRMHC) in Hartford, and Greater Bridgeport Mental Health Center in Bridgeport.

Furthermore, the use of mental health first aid (MHFA) training was encouraged for teachers and school district staff. In response, DMHAS expanded its MHFA training that teaches individuals how to identify, understand, and respond to a potential mental health crisis. A cohort of DMHAS employees participated in a “Train the Trainer” session to learn how to deliver the youth module of MHFA. Between 2013 and 2018, 115 Safe School Coordinators were trained and there were 80 youth MHFA trainings, certifying a total of 1,276 individuals as Youth Mental Health First Aiders.

Additionally, this broadened the provisions disqualifying a person for a gun permit or long gun eligibility certificate. The bill expanded the ineligibility period for persons confined to a psychiatric hospital from 12 months to 60 months.

Continuing the Progress

Connecticut remains steadfast in keeping residents safe and continued to close dangerous loopholes and strengthen gun safety laws.

Promoting Gun Safety

In 2016, Governor Malloy introduced and signed Public Act 16-152, *An Act Concerning Carrying a Firearm While Intoxicated or Under the Influence of Alcohol*⁷⁹ to lower the allowable blood alcohol content (BAC) threshold for persons carrying a firearm from 0.10 percent to 0.08 percent — aligning it with the threshold for intoxicated driving and boating.

Banning Bump Stocks

After the Las Vegas shooting that tragically left 58 individuals dead and 851 injured, people across the country called for a ban on bump stocks that allow a weapon to fire at a rate similar to a fully automatic gun. Governor Malloy led the passage of a ban on any enhancements that increase the rate of fire of a semiautomatic weapon, including items such as bump stocks, trigger cranks, binary trigger systems, and other modifications. The devices are cheap, deadly, and completely unnecessary in our society.

Public Act 18-29, *An Act Concerning Bump Stocks and Other Means of Enhancing the Rate of a Firearm*⁸⁰ was passed with the help of Representative William Tong and signed by Governor Malloy, effectively banning bump stocks and similar modifications in the State of Connecticut.

States for Gun Safety Coalition

In 2018, in the face of continued federal inaction on gun safety, Connecticut, New Jersey, New York, and Rhode Island formed a multi-state coalition to better share information on guns across

states with a comprehensive, regional approach. Massachusetts, Delaware, and Puerto Rico have since joined the coalition. The states will advance a multi-pronged effort focused on enhancing inter-state information sharing among law enforcement, stopping the flow of out-of-state guns, and creating the nation's first Regional Gun Violence Research Consortium that will study the issue across multiple disciplines to better inform policy makers nationwide.

Reducing Crime

Over the last eight years, overall crime in Connecticut declined by 19 percent, including a 19 percent decline in violent crimes. The Federal Bureau of Investigation's (FBI) annual state-by-state crime report for the 2016 calendar year showed crime rates continued to decline in Connecticut, which had the largest reduction in violent crime of any state in the nation over the previous four years. Additionally, the FBI report indicated that overall crime in the state was at its lowest point since 1967. Notably, the total number of murders fell by 32.8 percent, declining from 116 in 2015 to 78 in 2016. This was the fewest number of murders in the state since 1969, and the largest percentage drop of murders of any state in the country in 2016. Additionally, a 2018 national report⁸¹ from the Violence Policy Center ranked Connecticut as the state with the fifth lowest firearm death rate — with a rate that is less than half the national average.

More Work to Do

There are reasonable steps Connecticut can and should take to make our communities and our residents safer, including banning the possession, sale, or manufacture of any gun without a serial number, investing more in school security, and resisting attempts to undermine the state's current gun laws. However, real progress at the state level requires meaningful action at the federal level. Connecticut must continue to work with our federal partners to push for comprehensive gun safety reforms.

The state should push the federal government to reinstate and strengthen the assault weapons ban. In 1994, the federal government banned the sale and possession of assault weapons, but the Republican Congress failed to reauthorize the ban, and it expired in 2004. While states like Connecticut have proactively banned assault weapons, several nearby states have not. With numerous studies showing that even in states and municipalities with strict gun safety laws, illegal guns are highly accessible because of weak laws in adjacent states. Most strikingly, nearly [60 percent of guns](#) used in crimes in the City of Chicago come from dealers in states with weak gun laws such as Indiana and Wisconsin.⁸²

Connecticut must continue to fight for universal background checks to be implemented nationally. While the Brady Handgun Violence Prevention Act of 1993 required background checks for firearm purchases, a major loophole — known as the gun show loophole — remained, allowing people to purchase deadly weapons from unlicensed dealers without ever undergoing a background check. While Connecticut requires universal background checks for all firearm sales, the federal gun show loophole makes guns easily accessible to criminals in states with lax gun laws — and it makes it easier for those illegal guns to make their way into Connecticut.

Connecticut must fight to defeat radical proposals like those introduced by Donald Trump, Republicans, and the NRA. The NRA's grip over Congressional Republicans has never been stronger or scarier. After the tragedy at Sandy Hook, the NRA floated the idea of arming teachers, and it, rightly, was met with widespread condemnation. However, after the Parkland shooting the proposal to arm teachers gained traction and became mainstream thanks to an endorsement from President Trump. Similarly, the Concealed Carry Reciprocity Act, a proposal of the gun lobby that would allow a person permitted to carry a concealed weapon in any state, regardless of that state's permitting laws, to conceal carry in any other state. In other words, a person licensed to carry in Texas would automatically be permitted to carry in Connecticut — drastically undermining Connecticut's gun laws. While it hasn't become law, the bill passed the House of Representatives in December 2017. The GOP/NRA's efforts are only getting more extreme and more relentless, and together we must fight for our safety and values.

⁷⁴ [Public Act 13-3: An Act Concerning Gun Violence and Children's Safety](#)

⁷⁵ [Yale Institution for Social and Policy Studies "Evaluating the Effect of Project Longevity on Group-Involved Shootings and Homicides in New Haven, CT"](#)

⁷⁶ [EVERYTOWN FOR GUN SAFETY: Guns and Domestic Violence](#)

⁷⁷ [Public Act 15-34: An Act Protecting Victims of Domestic Violence](#)

⁷⁸ [Department of Emergency Services and Public Protection: School Safety and Security Resources](#)

⁷⁹ [Public Act 16-52: An Act Concerning Carrying a Firearm While Intoxicated or Under the Influence of Alcohol](#)

⁸⁰ [Public Act 18-29: An Act Concerning Bump Stocks and Other Means of Enhancing the Rate of a Firearm](#)

⁸¹ [Violence Policy Center: U.S. Gun Death Rate Jumps 17 Percent Since 2008 Supreme Court District of Columbia v. Heller Decisions Affirming Right to Own A Handgun for Self Defense](#)

⁸² [City of Chicago: 2017 Gun Trace Report](#)

Building More Equitable Communities



State of Connecticut
Office of Governor Dannel P. Malloy

Early Childhood

"Ensuring that students are prepared to compete in a global economy and excel in twenty-first century careers means that we must strive to equip them with the knowledge, skills, and tools they will need from day one." — Governor Dannel P. Malloy signing legislation that established the Office of Early Childhood, May 28, 2014.

Nationwide, early childhood programing and policy is divided among multiple agencies creating fragmented services, uncoordinated policies, inefficiencies in spending, and, ultimately, poor results. This was the case in Connecticut, as well, until 2013, when an inclusive process led to the creation of a cabinet-level office to unify all early childhood programs and policy — previously housed across five agencies - under one roof. Connecticut was only the second state in the nation to streamline services in this manner, leading to improved programs and greater resources for children.

The Malloy administration also recognized a need to ensure that children — particularly those from lower-income families — had access to high-quality preschool education.

Progress under the Malloy administration:

- Created the Office of Early Childhood to unify all early childhood programs into one agency.
- Funded 2,124 new preschool spaces across the state.
- Increased Pre-Kindergarten (Pre-K) enrollment more than any other state becoming first among states in percent of children enrolled in Pre-K.
- Launched nation's first Outcomes Rate Card in early childhood rewarding providers for achieving real-world outcomes.

Creation of the Office of Early Childhood

The Office of Early Childhood (OEC) was created by the Governor's Executive Order No. 35 in 2013 and with the leadership of Senator Beth Bye, subsequently codified in Public Act 14-39⁸³ the following year. The creation of the OEC enabled the integration of a variety of human services, including public health, and education programs for young children and their parents. Uniquely, the agency's enabling statute explicitly called for OEC to be driven by data, focused on outcomes, and accountable for results. The creation of the office led to new administrative efficiencies and better delivery of services to children and families.

Elevating early childhood programs positioned Connecticut to attract the growing amount of federal and philanthropic support. On a per capita basis, Connecticut is among the top three states nationally in competing for federal grants, with more than \$60 million obtained.



Joined by students, state officials, and lawmakers, Governor Malloy signs into law legislation establishing the Office of Early Childhood as an official state agency. (May 28, 2014)

Expanded Access to Pre-K

A cornerstone of the state's education policy is preparing the state's youngest learners for school. The state's Pre-K "School Readiness" program was expanded to serve 1,000 additional preschool children. Additionally, 300 students received higher quality preschool thanks to a federal Preschool Development Grant. The Connecticut Smart Start Program, which expanded preschool opportunities for lower-income children, was established in 2014 and now serves 400 children across 14 school districts with access to high-quality preschool. Thanks in large part to these efforts, Connecticut is second only to Washington D.C. in percent of children enrolled in preschool at 66 percent. In fact, Pre-K enrollment has increased more over the past ten years in Connecticut than in the rest of the nation.⁸⁴

Improving Chances for Success from Birth to Three

Eighty percent of a child's brain development occurs in the first three years of life. High-quality early care and education is a critical factor in a young child's healthy social, emotional, and intellectual development, all of which have profound implications for life success. Early years are also when working parents are in need of the most assistance but are least likely to receive the support they need. Without access to safe, licensed care, parents find themselves forced to choose unregulated, unlicensed and sometimes unsafe alternatives.

In response, the state took significant steps to increase family access to affordable infant and toddler care. Public Act 18-84 provided the OEC the ability to invest in care in critical early years, while strengthening protections for young children.

Taking a Two-Generational Approach

Recognizing that family success depends in large part on economic security, Connecticut implemented a Two-Generation (2Gen) approach, focused on creating opportunities for and addressing the needs of both children and adults by providing educational, workforce training, and social supports. This is critical not just in helping to provide a stable income for a family, but also for developing the state's workforce, and by extension the broader economy, from one generation to the next.

The state's 2Gen approach, championed by Senator Marilyn Moore and State Representative Jeff Currey, strived to provide a stable workforce for Connecticut's economy and economic security for families. To that end, OEC took an enhanced 2Gen approach to its programs, implementing a groundbreaking "rate card" program, in which state government defined a menu of outcomes it wished to "purchase" and the amount it was willing to pay each time that outcome was achieved.

Through its rate card program, OEC used federal funds and philanthropic support to pay home visitors for achieving key family goals that generate value and savings for Connecticut taxpayers. OEC made bonus payments to providers for each family that achieved the following critical outcomes for family stability and success:

- Healthy Birth: Avoidance of pre-term birth which presents both immediate long-term risks for children and costs for government.

- Safe Children: Avoidance of emergency room visits as well as substantiated child-maltreatment which drive childhood trauma, negative health impacts, and child welfare system involvement.
- Family Stability: For highest risk families, the achievement of key, measurable stability goals including attaining child care, health care (such as treatment for maternal depression), and housing for homeless or unstably housed families.
- Caregiver employment: Achievement of attaining and maintaining a job or enrolling in and completing proven education or training programs, thereby advancing family economic stability and success while reducing dependence on safety net programs.

More Work to Do

Under the Malloy administration, Connecticut led the nation in advancing Pre-K access. However, there is still much to do to support infants, toddlers and their families. Given the importance of this stage in a child's development, we must continue support ensuring increased access to quality Pre-K options moving forward, particularly for lower-income families.

As a newly formed agency, OEC did the hard work of both start-up and merger. They made strides to live up to a new vision — not one focused on a collection of individual programs, but rather one focused on whole family success. This means nurturing and expanding on nascent cross-agency efforts to address both the barriers and enablers of child success. Institutional proof points such as projects to reduce family homelessness and the provision of child care to parents in job-oriented education and training programs should be continued and evaluated for impact. Key structural elements that enable a systematic 2Gen focus should be nurtured, including the continued development of an outcomes division, agency wide 2Gen responsibilities, further integration of core agency programs, and the new 2Gen Innovation Lab in partnership with UConn.

OEC's unique mandate is based on the idea that children and families we serve deserve the smartest work and the best possible solutions, and that taxpayers deserve a government that continuously strives to maximize the cost-effectiveness and impact of each public dollar. In order to better live up to that mandate, the agency should continue to build digital and research capacity, and push to ensure all OEC contracts are outcomes-oriented.

⁸³ Public Act 14-39: An Act Establishing the Office of Early Childhood, Expanding Opportunities for Early Childhood Education and Concerning Dyslexia and Special Education.

⁸⁴ This is a 10 year measure based on EdWeek analysis of census data; virtually all of increase occurred during Malloy Administration. While CT is first among state, the District of Columbia does have a higher enrollment rate.



State of Connecticut
Office of Governor Dannel P. Malloy

Education

"Education is the civil rights issue of our time. This is our opportunity. The time is now to transform the status quo. We must provide our children with the opportunities they so richly deserve if we are to revive our state's economy and lead the country once more." — Governor Dannel P. Malloy testimony at a public hearing of the general assembly.

Guided by the belief that education should have the power to give every person an opportunity to succeed regardless of their unique life circumstances, the Malloy administration implemented significant policy reforms in pursuit of a public education system that prepares students to succeed in college and compete for the jobs of the 21st century. From early childhood through higher education, Connecticut made meaningful and substantial progress to improve public education under Governor Malloy's leadership.

Progress during the Malloy administration:

- **Improved the graduation rate for seven straight years** (after five years of decline), including reaching a record high graduation rate of 87.9 percent in 2017.
- Targeted hundreds of millions of additional dollars for K-12 education with greater accountability for how those dollars are spent to help more than 200,000 students in Connecticut's chronically under-performing, highest-need schools.
- Designed and implemented a nationally recognized Next Generation Accountability System that emphasizes student growth year-to-year, rather than a snapshot of a single year.
- **Closed the black-white graduation gap by 30 percent between 2011 and 2017.**
- Invested \$367 million in Commissioner Network and Priority 5 DOJ grants between 2012 and 2018.

Transforming K-12 Public Education

Ensuring that every child in Connecticut had equitable access to a high-quality education was a guiding principle of the Malloy administration. During his two terms, Governor Malloy maintained a strong focus on improving education at every level and supported bold initiatives to help narrow achievement gaps, support teachers and school leaders, and expand opportunity and access to underrepresented and low-income students — leading to the highest graduation rates in Connecticut's history, as well as record high test scores in reading.

Enactment of 2012 Omnibus Education Reform Legislation

In 2012, Governor Malloy championed historic education reform that increased access to early childhood education, established the Commissioner's Network, a new school turnaround program, created the Alliance District program to deliver new resources and accountability to high-poverty

school districts, refined educator support and evaluation, and transformed the state's educator preparation programs.⁸⁵

Intensive Supports for High-Need Schools and Districts

New state resources were focused where they are needed most — helping students in Connecticut's chronically under-performing, highest-need districts and schools. Alliance Districts — defined as the thirty-three lowest performing districts — receive in-



Governor Malloy speaks with children in Middletown at the launch of the Connecticut No Kid Hungry Campaign to help end childhood hunger. (March 23, 2011)

creased funding in exchange for greater accountability for how those dollars are spent. Each Alliance District must submit a plan for approval detailing their district-wide reform efforts to improve student achievement and school culture/climate. In total, Alliance districts are home to 40 percent of students and teachers, and have received more than \$678 million in additional state investments since the program began in 2012. As a result of the program:

- 43 percent of Alliance Districts outpaced statewide year-over-year growth rates on the comprehensive Accountability Index performance metric, based on 2017 data.

- Graduation rates for schools in Alliance Districts reached 80.5 percent in 2017, up from 71.2 percent in 2011.
- Results from the 2017 Smarter Balanced Assessments in mathematics showed that half of the state's Alliance Districts outpaced statewide improvement, as did students who are black, Hispanic, or low-income. More than 50 percent of students continue to meet or exceed the English Language Arts (ELA) standard in all grades. More than 30 percent of districts saw improvement in ELA.
- A subset of the 10 highest need Alliance Districts, labeled Opportunity Districts, receive even higher and more intensive support through year-round involvement of a designated CSDE team that addresses the highest need strategic priorities in each district.
- Alliance Districts have benefitted from ongoing technical assistance, professional learning events, inter-district collaboration, and priority participation in state-led district and school improvement efforts.

Additionally in 2012, Governor Malloy launched the Commissioner's Network program, a first-of-its-kind initiative to turn around the most chronically low-performing schools in the state. Acceptance into the Commissioner's Network authorizes intensive school-level interventions and enables the support necessary for dramatically improving student achievement through bold, research-based reforms. It qualifies schools for additional flexibility, autonomy, and resources in exchange for greater accountability to the state. In total, as of 2018 the program had provided support to 22 schools, impacting nearly 50,000 students since its inception. The state invested \$367 million through the Commissioner's Network and Priority School District grants between 2012 and 2018. As a result, 50 percent of Commissioner's Network schools outpaced statewide year-over-year growth rates on the comprehensive Accountability Index performance metric, based on 2017 data.

Connecticut Core' Standards

The 'Connecticut Core' standards are a set of learning expectations for what students should know and be able to do at each grade level. The state provided critical leadership to school districts as they made the large transition to these new academic standards and accompanying mastery tests. In 2014, Governor Malloy convened the Educators' Common Core Implementation Task Force to identify challenges and gaps in Common Core preparation, and make recommendations to improve the quality and consistency of its implementation.

Based on the findings in the report, the state provided targeted support to educators to smooth the implementation, including:

- More than \$45 million to support teachers, districts, and schools transition to the more rigorous college- and career-ready standards;
- \$6.3 million to support districts in the College and Career Ready standards implementation, which provided 1,200 days of in-district coaching, professional development for teaching teams to implement the standards with English learners as well as students with special needs; and
- \$11 million in grants were awarded to support districts' transition to technology-enhanced instruction and assessments.

Improving Connecticut's School and District Accountability System

Connecticut created a nationally recognized 12 part accountability system that focuses on student growth and provides a more holistic picture of how the state is delivering on its promise to children, incorporating indicators such as chronic absenteeism and access to the arts. The Next Generation Accountability System includes measures of student success in arts and fitness, as well as metrics related to college- and career-readiness. The system earned national recognition for its emphasis on student academic growth year-to-year, rather than a snapshot of a single year.

The system allows educators and policymakers to see what is working well in challenging schools where growth is on the rise, and also the ability to identify schools that are not growing at the expected rate. It helps identify what practices should be used in turnaround schools throughout all of Connecticut depending on the challenge. The combination of transparency, engagement, the emphasis on student growth, and the flexibility of the federal Every Student Succeeds Act (ESSA) plan enabled Connecticut to chart its own course and put emphasis on where the state needs to improve. Connecticut seized the opportunity of ESSA to re-emphasize its pursuit of equitable access to a high-quality education for all students.

Supporting Educators throughout Their Careers

A cornerstone of the landmark education reform efforts was to provide better support to teachers. Established as part of the education reform package in 2012, the Educator Preparation Advisory Council, a broadly representative stakeholder group, was tasked with transforming how Connecticut prepares tomorrow's educators so they are ready for students on day one. In 2013, Connecticut was selected by the Council of Chief State School Officers as one of seven states to participate in the Network for Transforming Educator Preparation. The group developed six guiding principles that would serve as the foundation for recommendations of all major programmatic reforms that followed.

Additionally, it is equally important that teachers continuing professional learning is relevant, consistent, and meaningful. Prior to the educational reforms in 2012, there was no uniform standard across school districts for evaluating and supporting teacher performance to guide professional development. That's why, the State Department of Education led the stakeholder-based Performance Evaluation Advisory Council to the consensus adoption of guidelines for educator evaluation and support systems in June 2012. As a result, all educators under the level of a superintendent would be evaluated based on a uniform set of competencies for their respective roles, which in turn inform decisions regarding their ongoing professional development. The system has fostered student-focused professional dialogue among educators and administrators and useful feedback for teachers and administrators.

K-12 Education: Other Initiatives

Reduced Testing in Connecticut's Public Schools

In the fall of 2014, in an effort to eliminate duplicative testing, reduce over-testing, and mitigate student stress, the state sought federal approval to replace the 11th grade state mastery exam with a college entrance exam.

Connecticut initiated a dialogue with the U.S. Education Department to consider how to reduce the number of high-stakes exams taken by 11th graders. The U.S. Department of Education approved Connecticut's proposal to administer the SAT to all grade 11 students for federal accountability purposes. Beginning with the 2015-2016 school year, the SAT replaced the existing state mastery exam and became free for all Connecticut public school students.

Additionally, in the 2014-2015 school year, the state announced an Assessment Reduction grant program to help districts reduce testing time and analyze their tests to ensure they reflect district priorities, remain aligned to new state standards, provide maximum value to students and educators, and are not redundant. In total, 52 districts were awarded funding through this program.

Connecticut Early College Opportunity

Governor Malloy championed innovative programs like Connecticut Early College Opportunity (CT-ECO) to provide students with early access to higher education and skilled job training. The technical skills and workplace skills that students gain from participation in these programs enable them to fill gaps in growth industries such as advanced manufacturing, technology, and health.

The four to six-year program that offers integrated high school and college coursework, workplace mentorship, and internships. Through CT-ECO students earn both a high school and an industry-recognized, two-year post-secondary degree upon completion. Graduates get preference for job opportunities with the participating industry partners, thus bridging the gap between education and industry for sustainable economic growth.

Making Schools Safer

In 2013, in the aftermath of the Sandy Hook Elementary shooting in Newtown, Connecticut, Governor Malloy championed comprehensive legislation focused on gun violence prevention, mental health, and school security issues. Public Act 13-3 required all districts to develop school safety and security plans for each school. Each local or regional board of education must now annually review these plans and update them if necessary. Additionally, the Department of Emergency Services and Public Protection established school safety and security plan standards for guidance. Institutions of higher education are also required to develop campus security plans, form campus threat assessment teams, and undergo safety audits.⁸⁶

A School Security Infrastructure Grant Program was established to assist both public and private schools in improving school safety. Since 2013 there have been three rounds of funding awarded.

As of June 2018, state and local governments had invested a total of \$53 million for security upgrades at 1,200 Connecticut schools and allocated an additional \$10 million.

School Construction

Connecticut continued its investment in school construction with nearly \$4 billion spent in school construction bonds since 2011. This includes more than \$1.4 billion invested in renovations and new construction for nearly all of the technical high schools. Overall, these investments constitute about 22 percent of state General Obligation Bonds.

In an effort to reduce processing time for grant applications and reimbursement payments, the state created a new system to replace the antiquated software used to pay districts. This new system, implemented in October 2018, will improve productivity by reducing grant application processing time by 50 percent and grant reimbursement payments by at least 40 percent. In addition, changes were made in the school construction process. Since 2015, the state has saved \$1.3 billion in unnecessary authorizations by reorganizing oversight under the Department of Administrative Services and the School Building Project Advisory Council.

Outcomes

Graduation rates in Connecticut reached a record high in 2017. The state saw seven straight years of improvement, from 2011 — 2017, with the largest gains coming from traditionally-underperforming districts.

- Statewide: 87.9 percent (up from 82.7 percent in 2011)
- Alliance districts: 80.5 percent (up from 71.2 percent in 2011)
- Connecticut's graduation rate is significantly higher than the national average of 84.1 percent.

Connecticut students made significant gains in important measures of the achievement gap:

- The black-white suspension rate gap closed 14 percent between 2012 and 2017.
- The Hispanic-white chronic absenteeism gap closed 16 percent between 2012 and 2017.
- The black-white graduation gap closed 30 percent between 2011 and 2017.
- The graduation gap among students in an Alliance District and their statewide peers closed 36 percent.

Connecticut students continued to be among top readers in the nation, according to National Assessment of Educational Progress (NAEP) results. According to the results of the 2013 Grade 12 NAEP, Connecticut students outperformed all states in reading and were among the top-performing states in mathematics. From 2011 to 2017, fourth graders showed significant progress in reducing the achievement gap in reading, with the gap between economically disadvantaged students and their non-disadvantaged peers narrowing in Grade 4 reading. Hispanic students also closed the achievement gap by 29 percent during the same period.

According to the US Chamber of Commerce Foundation, Connecticut ranked third in the nation for college readiness and educational attainment, and for highest AP exam scores in 2015. More than 30,000 students took more than 55,000 Advanced Placement (AP) exams in the 2017-2018 school year — an increase of 30.3 percent from 2011-2012. Importantly, traditionally under-represented students are taking more AP exams than ever before.

From the 2009-2010 school year to the 2016-2017 school year, the total number of students receiving at least one suspension or expulsion has been reduced by 28 percent. And, the number of chronically absent students in 2016-2017 is down over 1.6 percent from the 2012-2013 school year, indicating that more than 8,000 more students are attending school regularly than five years ago.

More Work to Do

Investments in education are a down payment on the state's future. The state must ensure that all students, regardless of the life circumstances into which they are born, regardless of what town or city they live in, are able to receive a high-quality public education. In order to continue to close persistent achievement gaps, the state must continue directing targeted investments toward the highest need students and districts.

Connecticut boasts some of the strongest readers in the nation. At the same time, like most states across the nation, Connecticut needs to focus on math skills. This will be critical to ensuring Connecticut's students have the knowledge and skills they need to compete for 21st century jobs. Furthermore, the state should place more emphasis on dual track programs that allow high school students to pursue higher education opportunities while in high school.

Of critical concern, special education costs remain unpredictable for school districts. A Special Education Cost Model Task Force was established in Public Act 17-2 of the June Special Session with its final report due in 2019. This report will make recommendations to provide predictability to school districts and open the door to sharing best practices on special education operation, and will include a feasibility study of the use of a captive insurance or alternative model(s) to fund special education services.

To support educators, the state should continue to find ways to streamline the teacher certification process in Connecticut. This includes removing overly burdensome statutory and regulatory requirements for teachers coming in from out of state, while working to increase both home-grown and out of state minority teacher recruitment efforts at the state's traditional educator preparation programs, as well as alternative route to certification programs.

As enrollment in many school districts is declining, districts should be encouraged to collaborate through shared services. Connecticut has some provisions in place to incentivize regional and cooperative school districts, including a 5 percent school construction bonus, but more can be done.

Connecticut has worked hard to break down the barriers to learning faced by children of color and those who experience poverty. One of the state's great successes has been to sever the school-to-

prison pipeline by reducing unnecessary and unwarranted suspensions and removal from the classroom. While concerns about the safety of all students and teachers, and the need for robust interventions for children who are removed, are legitimate, efforts to address them must not discriminate against the students who need the most help and can benefit the most from more time in the classroom. That is why, after vetoing a bill that would have made it too easy to remove students from a classroom and too hard for them to come back, Gov. Malloy directed the State Department of Education to convene a working group on classroom safety that will create a balanced policy to address legitimate safety and discipline concerns.⁸⁷ The working group will aim to craft a policy that makes sure students with greater needs, including black and Hispanic children and students with disabilities, are not discriminated against or disproportionately removed from classroom, get the appropriate help if they are removed, and can return to the classroom as soon as possible. As of fall 2018, the working group has met three times and is expected to produce a report with recommendations.

⁸⁵ [PA 12-116: An Act Concerning Educational Reform](#)

⁸⁶ [PA 13-3: An Act Concerning Gun Violence Prevention and Children's Safety](#)

⁸⁷ [Public Act 18-89: An Act Concerning Classroom Safety and Disruptive Behavior](#)



State of Connecticut
Office of Governor Dannel P. Malloy

Housing

"In the spirit of Dr. King, and to ensure we continue making progress in the months and years ahead, our state cannot turn a blind eye to the barriers that exist in our society. Access to opportunity through decent, safe, affordable housing should not be a politicized issue — it is a fundamental human right." — Governor Dannel P. Malloy on the 50th Anniversary of the Fair Housing Act, April 11, 2018

Investments in affordable housing and efforts to prevent and end homelessness ranked consistently among Governor Malloy's highest priorities. Under his leadership, the state made an unprecedented investment in the preservation, rehabilitation, and creation of affordable housing — surpassing the efforts of the previous three administrations combined.

To support and implement his vision for vibrant and affordable communities, Governor Malloy spearheaded the creation of the Department of Housing (DOH) as a standalone agency in 2012. With DOH in place, the state played an active role in increasing the stock of affordable housing across Connecticut and ending homelessness, modernized systems that languished for decades, and led a new conversation about zoning reform that provided greater access to housing choice and opportunity for all of Connecticut's residents. Because of this work, Connecticut is recognized as a national leader for efforts and success in preventing and ending homelessness and for the development of affordable housing.

Progress during the Malloy administration:

- **Invested \$1.42 billion in housing**, matched by an additional \$2.45 billion of investment from other financial sources, including the private sector.
- **Committed to fund, preserve, rehabilitate or create 24,332 units of housing, of which approximately 22,000 are affordable.**
- Led the country in preventing and ending homelessness, becoming the first **state in the nation to end chronic veteran homelessness** and one of only three states to effectively end veteran homelessness.
- Matched all individuals with a disability who have been homeless for a period of at least one year or had four or more episodes of homelessness in the last three years with housing, effectively ending chronic homelessness.

Investing in Affordable Housing

Affordable housing is a key economic development tool which can grow a town's tax base, attract businesses to communities, and improve the statewide economy. Most importantly, it is the first step for individuals and families to achieve stability.

The development of affordable housing creates a pipeline of new jobs for Connecticut communities beyond that of the initial construction period. As the population increases, so do the needs for goods and services. Businesses providing those goods and services grow and further attract employers, who know they will have a strong workforce of people at all income levels, because of the opportunity for housing choice at all price points. All of this economic activity contributes to the growth of the local tax base as well as to economic growth throughout Connecticut.

Connecticut is now a housing-first state, meaning the state prioritized access to affordable housing as the first step for individuals and families to achieve stability. Expanding affordable housing options in all of Connecticut's municipalities provides individuals and families with access to better schools, jobs, and services. With access to affordable housing, individuals and families have the opportunity to rise out of poverty and become productive, contributing members in their new communities. Access to affordable housing is important to attract and keep young professionals, young families, senior members of our state who have called Connecticut home for decades, and to support our most vulnerable residents.

With the newly formed Department of Housing in place, the state was able to expedite projects, create cost-saving efficiencies, and better coordinate all housing programs. DOH created a predictable and transparent annual funding schedule of rolling and competitive funding rounds. Additionally, the state dramatically expanded outreach to attract new developers, engage directly with local elected officials, and increased opportunities for developers to pursue innovative housing developments.

Together with the Connecticut Housing Finance Authority, these efforts led to the creation and preservation of nearly 22,000 affordable homes statewide. In total, the state invested \$1.42 billion in affordable housing, leveraging an additional \$2.45 billion in total investment from public and private sources, totaling \$3.87 billion in direct economic impact. This unprecedented level of investment outpaced the previous three administrations combined.

Ending Homelessness

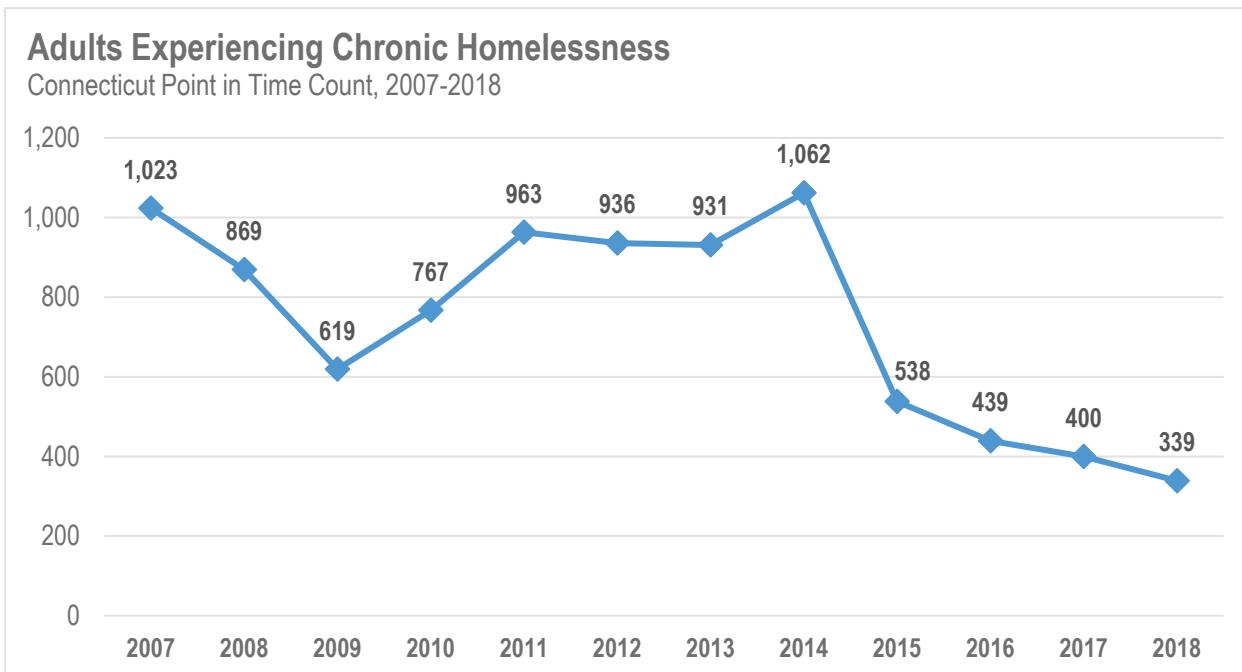
Homelessness is a metric by which a state can measure how well it is taking care of its most vulnerable populations. It should be the goal of all local, state, and federal governments to put an end to homelessness while protecting people's right to safe, affordable housing. A home provides an individual with a stable foundation to earn a living, feel secure, and to make a meaningful contribution to their communities. Connecticut led the nation in reducing homelessness and increasing access to affordable housing during this administration.

In [August 2015](#)⁸⁸, Connecticut became the first state in the nation to eliminate chronic homelessness among veterans. Chronic homelessness is defined as an individual with a disability who has been homeless for a period of at least one year or has had four or more episodes of homelessness in the last three years. Through a partnership of local, state, and federal governments, as well as nonprofit organizations, Connecticut created a system that works to prevent homelessness among veterans and ensures when there is a new episode of homelessness, it is brief and non-recurring.

In February 2016⁸⁹, the federal government certified Connecticut as one of only three states to effectively end veteran homelessness altogether. At the time of this remarkable achievement on behalf of those who have served our country, First Lady Michelle Obama wrote to Governor Malloy, "As we discussed at the President's State of the Union Address, I want to thank you and the people of Connecticut for your determined efforts on behalf of our military families. I am so proud of your state's commitment and resolve to reach this milestone, and I am grateful for all you have done for America's heroes."

Connecticut became a national leader in reforming the homeless response system to focus on ending homelessness, rather than simply managing it. In 2014, eight Coordinated Access Networks (CANs) were formed which include housing providers, agencies (governmental and non-governmental), advocates, and community service organizations that joined together to coordinate this new homeless response system. Partnering with the Connecticut Coalition to End Homelessness and the United Way of Connecticut, the administration also established a coordinated entry system. Other innovations included the use of diversion efforts to prevent individuals and families from needlessly entering the homeless system, a shared Homeless Management Information System which tracks progress of homeless individuals and families, and the appointment of a Youth Services Director who is tasked with leading the state's effort to end youth homelessness by 2020.

The 2018 "Point-in-Time" count conducted by the Connecticut Coalition to End Homelessness



found that homelessness in Connecticut had decreased for a fifth consecutive year and was at its

lowest level to date. The total homeless population decreased by 25 percent since 2007 with the most progress made from 2013 to 2018.⁹⁰

Between 2011 and 2018, the state saw a decrease of 17.3 percent in family homelessness. In 2015, the Department along with CCEH conducted a first-of-its-kind youth count to measure progress and ensure the state is meeting its goal to eliminate youth and family homelessness by 2020.

Recognizing the progress Connecticut made in preventing and ending homelessness, the federal government awarded Connecticut \$272.3 million dollars in grant funds from 2013 to 2018 to help the state continue its efforts.

Innovative Housing Policy

Housing experts have identified the affordable housing need in Connecticut as approximately 74,000 units, which includes units for low income individuals and families, as well as units for moderate income individuals and families. The greatest need is in Fairfield County. These numbers are high because, for decades, affordable housing production was funded almost solely by the state with limited federal funds. It has only been during times of state investment coupled with federal funding when Connecticut has seen families in need have meaningful access to affordable housing. That is why Governor Malloy committed a historic level of investment in the preservation, rehabilitation, and creation of affordable housing.

With these investments, the state incentivized forward thinking housing policy, including: mixed-in-income, non-age restricted affordable housing; effective use of Section 8 vouchers to end homelessness; use of State Rental Assistance program certificates to end veteran homelessness; energy-efficient design and cost controls; transit-oriented development to revitalize communities; capital improvements to homeless shelters to better accommodate families and transgender individuals; rapid re-housing; and supportive housing for homeless youth.

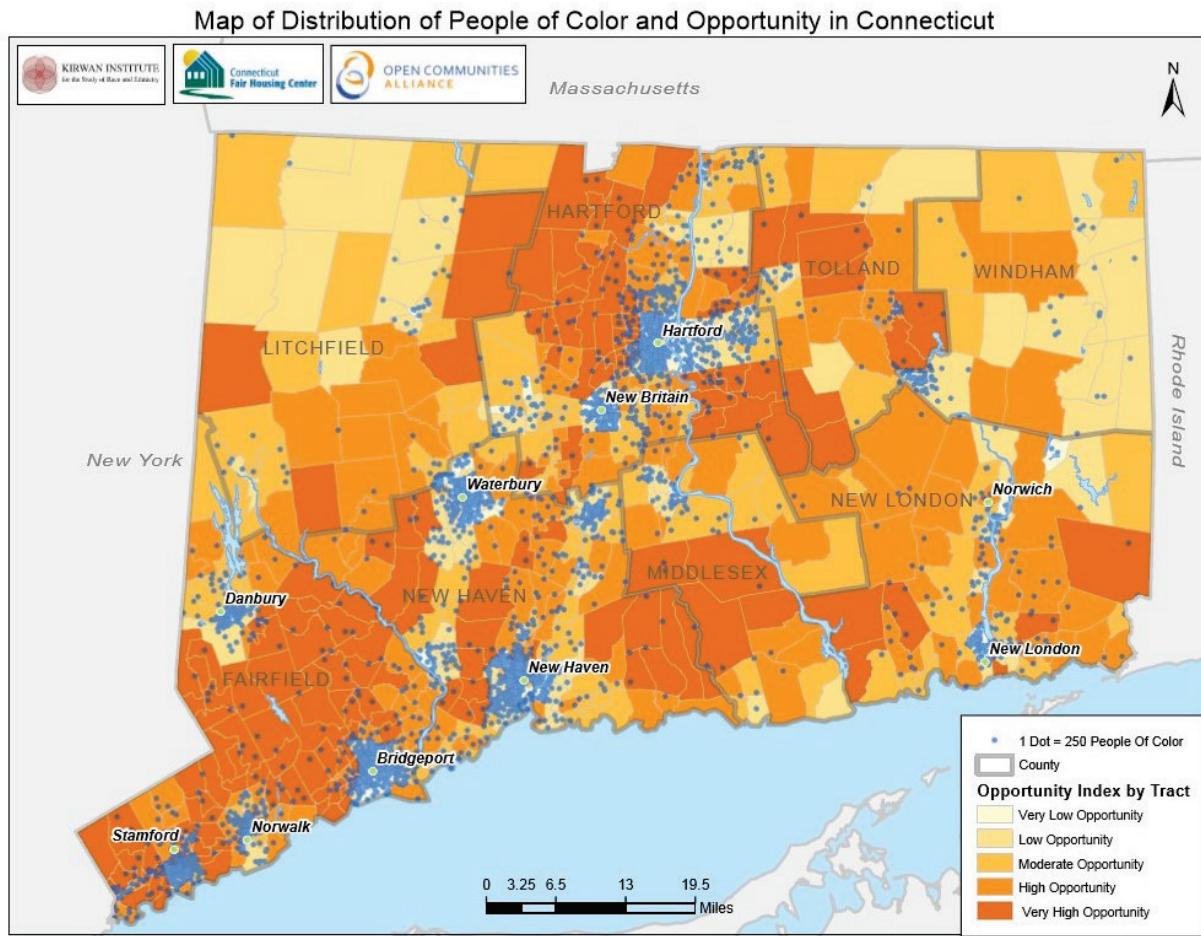
Supportive Housing

Supportive housing is an important tool in reducing homelessness among individuals who are diagnosed with mental illness and/or substance use disorders. As an early adopter of this model, Connecticut had great success in creating an effective and coordinated housing system that includes the development of new supportive housing units, funding for rental and service subsidies for scattered site supportive housing, and the creation of a statewide Coordinated Access Network that provides standardized access to housing and homeless services and the development of universal protocols and assessment tools. In addition to providing state resources to address homelessness in Connecticut, DOH was successful in securing numerous federal grants, totaling \$272.3 million in new funding.

The Interagency Committee on Supportive Housing and Homelessness (ICSHH) — the administrative body that coordinates the state's permanent supportive housing initiatives for individuals and families with special needs who are homeless or at risk of homelessness — created nearly 2,400

units of supportive housing between 2011 and 2018. Through this collaborative, and with the unprecedented funding support from the state, Connecticut was able to adopt innovative supportive housing models to target individuals facing complex housing issues, including:

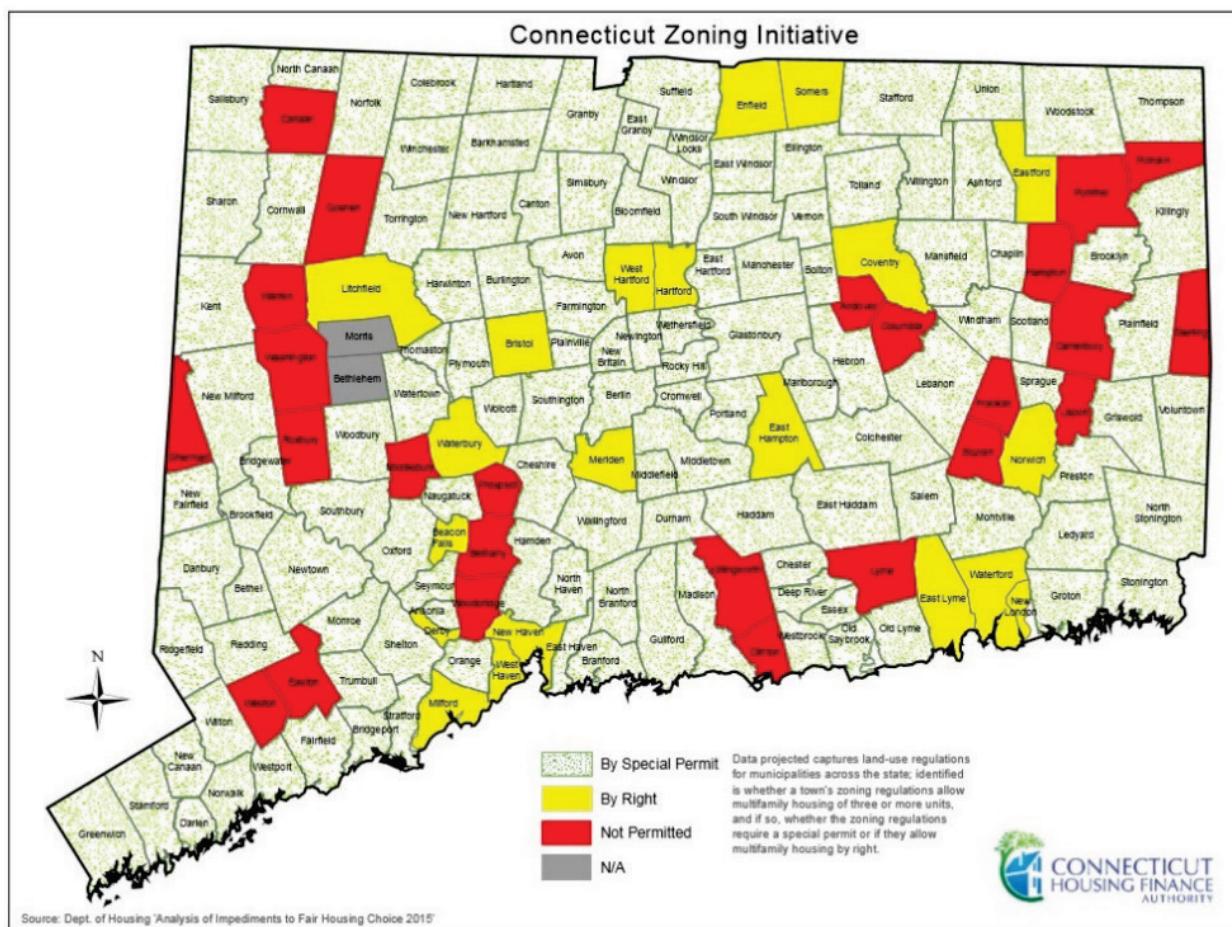
- The **Connecticut Collaborative on Re-Entry** (CCR) which provides rental subsidies and wrap-around services targeted to a small set of individuals with high recidivism rates resulting from complex unmet needs, histories of long-term homelessness, chronic health conditions, and untreated mental illness and addiction. As of June 2018, the state had supported a total of 160 units.
- The **Homelessness Prevention and Response Fund** which invests capital dollars that provides forgivable loans and grants to landlords to renovate multifamily homes in exchange for their participation in supportive housing or rapid re-housing. As of June 2018, the state had supported 150 units.
- As of June 2018, the state had supported 50 units through the **Intellectual Disabilities and Autism Spectrum Disorder Housing** (IDASH) program to provide permanent supportive housing for individuals with intellectual disabilities or for individuals on the state's autism waiver.
- The **Housing for Homeless Youth** program which creates non-time-limited supportive housing for young adults, ages 28 to 24, who are experiencing homelessness. As of June 2018, the state had committed a total of \$30 million towards these efforts.



Connecticut developed a robust, coordinated housing network in which state agencies, the state's housing finance authority, and other housing providers have worked together to identify the unmet housing needs of our residents and deliver much-needed supportive housing services and rental subsidies. To build on this well-established model, as of 2018, the state was exploring ways to streamline the support services provided to clients in order to provide higher quality interventions and services, while creating efficiencies and reducing costs at the state level. Specifically, Connecticut applied for and was one of only eight states chosen to participate in a competitive Medicaid Innovation Accelerator Program (IAP) to receive technical assistance in order to develop a supportive housing service array targeted to Medicaid beneficiaries that are high utilizers of health care services and have certain unmet housing needs.

Prioritizing Fair Housing

The statistics related to fair housing and segregation in the state of Connecticut are stark: sixty-seven percent of the state's population of color lives in just eight percent of Connecticut's towns.⁹¹ In other words, two of every three persons of color live in just fifteen of the state's 169 municipalities.



Beginning in September 2017, the Commissioner of Housing and State Representative Roland Leamar convened the Fair Housing Working Group to discuss and address the most difficult and pressing fair housing issues states face today — how to address a history of segregation, and the governmental policies that promoted it, including redlining, placement of public and subsidized housing, and restrictive or exclusionary zoning.

Drawing on an analysis of Connecticut's zoning regulations in all 169 municipalities, it was clear to the Fair Housing Working Group that more needed to be done to promote affordable housing development. Many of the state's antiquated local zoning laws run in stark contrast to promoting inclusivity and fairness. When it comes to the development of multifamily housing, the kind of housing that is most likely to be affordable, research shows that only 20 municipalities allow multifamily housing by-right. Another 122 municipalities only allow multifamily housing development with a special permit—which can involve a complex approval process that can deter this kind of development. A total of 25 municipalities do not have ordinances that allow for multifamily housing development and two municipalities do not appear to have any local zoning ordinances at all.

Following the workgroup's recommendations to promote housing choice and ensure local accountability, Governor Malloy proposed legislation during the 2018 session to modernize the zoning statutes and implement an enforcement mechanism to ensure towns meet their housing-related obligations under current zoning law.⁹²

Superstorm Sandy Recovery

Recovery

In the wake of Superstorm Sandy, Governor Malloy fought for federal aid for the State of Connecticut. Ultimately, the state was awarded \$159 million from the U.S. Department of Housing and Urban Development (HUD) under the Community Development Block Grant — Disaster Recovery (CDBG-DR) Program to address the diverse unmet needs of individuals and families, property owners, municipalities and state agencies impacted by Superstorm Sandy. Further, the funding covered planning activities to assist in the processes associated with improving resiliency of infrastructure and public facilities, particularly in the most impacted counties of Fairfield and New Haven.

The DOH successfully developed and administered this program to aid homeowners, property owners and municipalities to repair, elevate, and plan to make more resilient homes or infrastructure. Under the program, the state:

- Assisted more than 200 households with design services for rebuilding and repairs;
- Elevated more than 100 homes above the flood plain, making them more resilient against future flooding events;
- Reimbursed more than 180 households for expenses incurred repairing their damaged homes; and
- Provided \$36.7 million in grants to 11 municipalities impacted by Superstorm Sandy to investigate projects that will repair, rebuild, and mitigate critical infrastructure systems and prepare them for future storms.

The state met all federal requirements established by HUD for the Sandy Recovery Program and was praised by HUD and FEMA for its highly successful implementation.

Resiliency

Governor Malloy was committed not just to Connecticut's recovery, but also to ensuring Connecticut's resiliency as climate change produces more severe storms. In 2017 Governor Malloy joined with 16 other states to form the U.S. Climate Alliance, a coalition dedicated to upholding the standards set by the Paris Agreement despite the United States' withdrawal. The states which make up the U.S. Climate Alliance have pledged to curb climate change and meet the accords of the Paris Agreement by 2025.

In 2014, Connecticut was awarded \$10 million through HUD's post-Sandy Rebuild by Design (RBD) competition for the Resilient Bridgeport project. This was one of seven projects awarded funding alongside Hoboken, Lower Manhattan, Staten Island, and others in New York and New Jersey.

Additionally, in January 2016⁹³, the state was awarded \$54.3 million through the post-Sandy National Disaster Resilience (NDR) competition for the continuation of Resilient Bridgeport, the Connecticut Coastal Connections regional resilience plan, and the State Agencies Foster Resilience (SAFR) Council. Connecticut's application was the highest ranked submission to HUD and one of only 13 projects awarded funding alongside New York City, Norfolk, New Orleans, and others. [For more on recovery and resiliency please see the Improving Resiliency and Disaster Relief chapter on page 197]

Crumbling Foundations

Since first learning about the issue of crumbling foundations potentially affecting upwards of 35,000 homeowners in eastern Connecticut, Governor Malloy and Lieutenant Governor Nancy Wyman and their executive agencies worked actively with the Connecticut Attorney General, the Connecticut General Assembly, and federal partners to bring relief to affected homeowners and to assess the safety of public projects.

Upon learning of the problem, the Governor requested that Lieutenant Governor Wyman personally oversee the state's involvement. He also requested that the Office of the Attorney General and the Department of Consumer Protection conduct an investigation of the Crumbling Foundations issue under the Connecticut Unfair Trade Practices (CUTPA) Act. The investigation concluded that there was insufficient evidence to commence any action.

However, Governor Malloy requested support from the Federal Emergency Management Agency (FEMA), ultimately resulting in establishing a technical assistance group consisting of U.S. Department of Housing and Urban Development (HUD), the U.S. Army Corps of Engineers, the U.S. Department of Agriculture (USDA), and the Small Business Administration (SBA) to lend technical assistance.

To provide relief to homeowners, the state:

- Noticed insurers that they cannot cancel or non-renew a homeowners policy due to a crumbling foundation;
- Directed insurers to disclose to homeowners the contractual limitation period for pursuing a lawsuit in the event a property loss is denied;
- Provided property tax relief to affected homeowners and safeguarded affected homeowner's complaints from Freedom of Information Requests;
- Provided \$5 million, and set-aside another \$1 million from the federal government, for a testing reimbursement program to help the state better understand the scope of the problem;
- Created a captive insurance company for crumbling foundations to provide financial assistance to repair and/or replace eligible crumbling foundations and provided \$100 million in bonding authorizations between Fiscal Years 2018 – 2022⁹⁴; and
- Established a Collapsing Foundations Credit Enhancement Program, administered by the Connecticut Housing Finance Authority to develop financial products, such as low interest loans and loan guarantees to help homeowners cover remaining costs after receiving aid from the captive insurance company.

More Work to Do

While the state has made much progress, there is still work to be done to reduce any form of homelessness and to limit the amount of time any person spends without shelter and in a place of instability. The state must also increase access to affordable housing. Affordable housing remains key to the individuals and families who call Connecticut home, and it is critical to Connecticut's economic recovery and growth that future administrations remain committed to prioritizing it.

Even with the historic level of investment from the Malloy administration, housing experts still estimate the need for tens of thousands of additional units of affordable housing across the state. The state must continue to expand affordable housing programs and invest in the preservation, rehabilitation, and creation of affordable housing in all communities.

As Connecticut continues to face the impacts of a history of segregation, the state must prioritize fair housing policies like inclusionary zoning and collaborate with local and state leaders to remove barriers to housing opportunity statewide. The stakes are high — it is clear housing opportunities are key to educational opportunities and success as well. The impact of segregated housing on education, by demographics and socioeconomic status, is indisputable. As the state continues to work to improve educational opportunities, fair housing policies must be part of the solution.

The state should continue its progress in ending homelessness by achieving the goals of ending youth and family homelessness by 2020. Continuing to fund the statewide Coordinated Access Network system is also crucial to meeting and maintaining these goals.

Connecticut is in the process of developing an array of supportive housing services targeted to Medicaid beneficiaries that are high utilizers of health care services and have certain unmet housing

needs. Once developed, a state plan amendment will need to be submitted for these new services to be eligible for federal reimbursement under Medicaid.

To continue the progress the state has made, the next administration should continue to support and fund a standalone Department of Housing.

⁸⁸ Governor Malloy Press Release, August 28, 2015: "Gov. Malloy Announces that Connecticut is First State in America to End Chronic Veteran Homelessness."

⁸⁹ Governor Malloy Press Release, February 18, 2016: "Gov. Malloy Announces Connecticut Receives Federal Certification of Effectively Eliminating Veteran Homelessness."

⁹⁰ [Connecticut Coalition to End Homelessness 2018 Connecticut Statewide Report](#)

⁹¹ Connecticut Fair Housing Center: Presentation to Fair Housing Work Group, "*Segregation in Connecticut, How did we get here?*" October 18, 2017

⁹² [HB 5045: An Act Establishing Accountability for Fair and Affordable Housing Through Zoning Regulations](#)

⁹³ Governor Malloy Press Release, January 22, 2016: "Gov. Malloy, Congressional Delegation Announce \$54 Million Federal Grant for Storm Resiliency in Connecticut."

⁹⁴ [PA 17-2: An Act Concerning the State Budget for the Biennium Ending June 30, 2019, Making Appropriations Therefor, Authorizing and Adjusting Bonds of the State and Implementing Provisions of the Budget](#), Sections 334-348



State of Connecticut
Office of Governor Dannel P. Malloy

Making Connecticut Healthier

"The number of uninsured people living in Connecticut has been cut in half from over eight percent to under four percent. Because of the Affordable Care Act, half a million people in Connecticut have gained health coverage that they previously did not have access to, and in return, greater access to the care and advice they need to live healthy, productive lives. Our state has been a national leader in health and human services, especially the implementation of the Affordable Care Act, and we want to continue to make gains that support public health care and economic security."

— Governor Dannel P. Malloy on the seventh anniversary of the Affordable care Act, March 23, 2017

Governor Malloy and Lieutenant Governor Wyman were champions for access to affordable health care and making Connecticut a healthier place to live, work, and play. Under their leadership, Connecticut expanded access to and improved the quality of health care. At the same time, the state took steps to also significantly control the cost of care.

Progress during the Malloy administration:

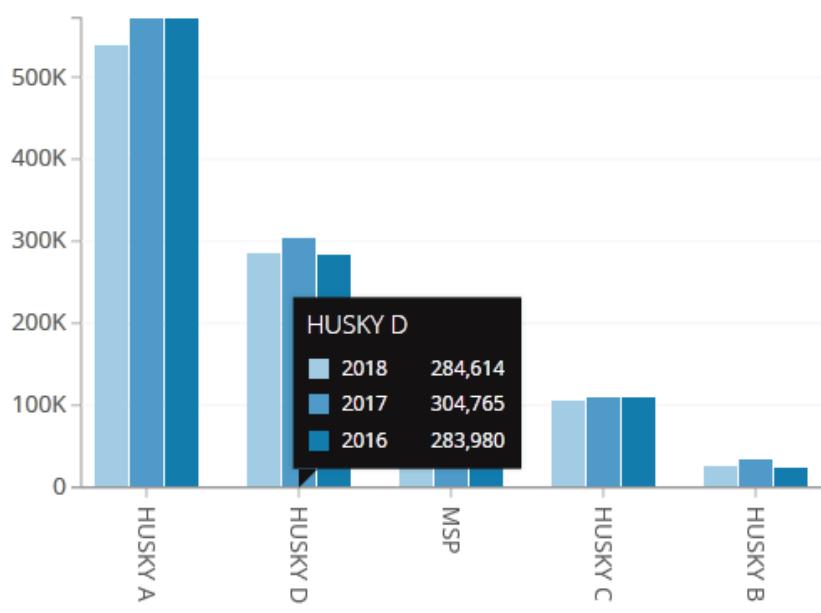
- Successfully implemented the Affordable Care Act (ACA) thereby **reducing the state's uninsured population to an all-time low of 3.8 percent**.
- Established Access Health CT, the most successful state-sponsored health insurance exchange.
- **Successfully implemented expanded Medicaid coverage, with largest increase in coverage for childless adults, resulting in an additional 240,000 covered under Medicaid.**
- Provided access to more health care services than ever before under Medicaid, including new family planning services, tobacco cessation, and services for children with autism spectrum disorder.
- Rebalanced long-term services and supports by transitioning over 4,700 people out of nursing homes and into more appropriate community-based care.
- Implemented comprehensive, proven actions to combat the opioid crisis and was nationally recognized for these efforts.
- Created a universal childhood vaccine program, which resulted in **a drop of instances of whooping cough by 31 percent and chicken pox by 65 percent**.

Expanded Access to Health Insurance

Access Health CT

Connecticut led the nation in implementation of the Patient Protection and Affordable Care Act (ACA), with the creation of Access Health CT, Connecticut's health insurance exchange. The state executed one of the first federal Health Insurance Exchange planning grants, and in 2011 established the Exchange as a quasi-public agency.⁹⁵

Upon taking office, Governor Malloy asked Lieutenant Governor Nancy Wyman, a health care policy leader, to lead the state's efforts to implement the ACA. As chair of the Access Health CT Board of Directors, Connecticut was one of the first states to develop a state-based Health Insurance Exchange with its launch in October 2013. It was widely regarded as the most successful in the nation at that time.



Access Health CT helps eligible consumers to obtain tax credits that defray the cost of health insurance. With persistent outreach and personal assistance for applicants, Access Health CT helped cut the state's uninsured rate by half — to 3.8 percent in 2017. Despite numerous efforts by Republicans in Congress and the Trump administration to repeal and undermine the ACA, the 2017 open enrollment surpassed all expectations.

114,134 Connecticut residents signed up for private health insurance through Access Health CT - a 2.3 percent increase

from 2016. In addition, Access Health CT helped tens of thousands of Connecticut residents with Medicaid enrollment.

Connecticut consistently defended the ACA and fought against Republican attempts to repeal the ACA and jeopardize the health insurance of tens of thousands of Connecticut's residents. After these attempts to strip health care coverage from millions failed, the Malloy administration called on all parties to come together to stabilize the health insurance market and make improvements to the health care system to benefit all Americans.

In 2018, Access Health CT took significant steps to ensure Connecticut residents would have more affordable health plan options in 2019 by adding ACA compliant health insurance plans that offer

enhanced product designs and network options. The state also prevented further destabilization by installing safeguards against the Trump administration's attempts to create short-term and association health plans that provide substandard care and fail to cover even the most essential health care needs.

Consumer Safeguards

Connecticut became the first state in the nation with a “network adequacy” bill in 2016. It gives the Insurance Department enhanced oversight of health insurance networks in the state ensuring that consumers have access to robust networks of doctors and specialists in their area.⁹⁶

The state fostered an environment that allowed health insurers to offer new products that gave consumers more choices and improved competition. For the first time, dental-only HMOs are offering consumers another dental coverage option. In 2015, the Insurance Department secured authority to review small employer group health insurance rate. Also, traditional HMOs are now allowed to create products that use coinsurance — a change that will allow more products in the market and more options for consumers.

Medicaid Expansion

Connecticut was also the first state in the nation to take advantage of the ACA’s Medicaid expansion option. In June of 2010, the state gained approval from the federal government to expand Medicaid coverage bringing on an estimated 45,000 low-income adults who had been previously enrolled in a more limited health benefit package under the State Administered General Assistance (SAGA) program. Connecticut also significantly expanded Medicaid coverage again in 2014 to include low income adults with incomes up to 138 percent of the federal poverty level. Because of these expansions, approximately 240,000 low-income adults now have coverage and access to Medicaid benefits under HUSKY D, with more than 90 percent of the costs covered by the federal government.

Moreover, expanded Medicaid provides comprehensive preventive medical, dental and behavioral health benefits to all members and covers more health care services than ever before, including new family planning services, tobacco cessation, services for children with autism spectrum disorder and services and supports for people who are transgender.

Redesigned Medicaid

In contrast to the majority of states, Connecticut moved away from capitated managed care contracts to a self-insured, managed fee-for-service model and launched the new HUSKY Health program on January 1, 2012. This self-insured model has been incredibly successful, leading to improved client care experiences, quality of service, supports for providers, and overall cost-effectiveness. It provides centralized, standardized, and streamlined guidance and support for both members and providers, all while reducing administrative costs. Further, it enabled the Department of Social Services to collect a fully integrated statewide set of claims data for the more than 800,000 members of the program. HUSKY Health has utilized this data to identify and provide care coordination to members with complex needs, to equip providers to better support their patients, and to direct policy-making, program development and operations. The program has also made targeted investments in rate increases and practice coaching that increased the participation of primary care

providers from 1,622 in January 2012 to 3,454 in July 2018, and implemented value-based payment arrangements focused on primary care and obstetrics. These efforts have improved health outcomes and care experience while controlling costs. Lastly, by emphasizing primary and preventive care, increasing payment for improving birth outcomes, and annual screening of children and teens for developmental and behavioral conditions, HUSKY Health is making substantial investment in Connecticut's future generations.

Rebalanced Long-Term Services and Supports

Since 2011, Connecticut moved more than 4,700 individuals from nursing homes to community based care and prevented the institutionalization of many others. A broad range of home and community-based services enabled the transformation of Connecticut's long-term services and supports, including expanding the Money Follows the Person program.

Other initiatives which contributed to the rebalancing care from institutions to communities, include: the Department of Mental Health and Addiction Service's (DMHAS) management of the Mental Health Waiver which encompassed services designed to support successful community placements. DMHAS' Nursing Home Diversion program which strengthened the home care workforce by increasing pay for personal care attendants in self-directed waiver programs to \$14.75 per hour; reducing the cost of medication administration which allowed more individuals to choose home-based care over institutional care. These changes created adult family living opportunities; capital funding to allow nursing homes to diversify their businesses; enhanced transparency in nursing home finances; required nursing homes to notify residents and the state of expected Medicaid eligibility, and provide community living assessments and care plan development. In addition to these initiatives, DMHAS has realigned older adult services to create a statewide Senior Outreach and Engagement Program. This program complements existing programs which divert older adults from long term care and develop home and community-based services to assist older adults who "age in place."

Independent Practice for Nurse Practitioners

Every state in America is facing a shortage of primary care providers. Other states' experiences and data indicated that implementing full practice authority for Advanced Practice Registered Nurses (APRNs) could help reduce costs, streamline care, protect patient choice, and lead to comparable or higher patient satisfaction scores than those of physicians. In 2014, Connecticut established a pathway to independent practice for APRNs to increase access to primary care for Connecticut residents.⁹⁷

Addressing the Opioid Crisis

From 1999 to 2016, more than 350,000 people in the United States died from an overdose involving an opioid. In 2016, two-thirds of total drug overdose deaths involved an opioid. In Connecticut, there were 2.2 million opioid prescriptions in 2017 alone — however, this is a decrease from 2.6 million in both 2014 and 2015.

In April 2018, Connecticut was one of only thirteen states, to receive the National Safety Council's highest mark of "Improving," indicating that the state had implemented comprehensive, proven actions to eliminate opioid overdoses and protect its residents. While the crisis of opioid abuse is far from over, Connecticut put the tools in place to address both the opioid crisis, and to respond quickly to any future prescription drug abuse emergencies.

The state was awarded more than \$30 million by the federal Substance Abuse and Mental Health Services Administration (SAMHSA) to address the opioid crisis by expanding the use of the medication and recovery coaching to treat opioid use disorders, and increasing prevention, treatment, and recovery supports. As a result, substance abuse treatment agencies in 11 cities and towns in Connecticut now offer buprenorphine and naltrexone to people seeking help from opioid addiction. Additionally, the funds support the use of medication for discharged inmates, plus supply Narcan to parole officers and purchase/provide training on the use of Narcan to numerous groups and various locations statewide. Also, the state was also awarded more than \$10 million in Partnership for Success (PFS) and Prevention Framework for Prescription Drugs (SPF Rx) to support opioid prevention work.

Preventing Overdose Deaths

The state expanded access to naloxone, the overdose reversal drug, to first responders, family, friends, and for those struggling with addiction themselves to prevent overdose deaths. In 2014, Governor Malloy directed the Connecticut State Police to universally carry naloxone in their cruisers. This policy alone **saved more than 230 lives** between October 2014 and June 2018. Municipalities were required to update their emergency medical service plans to ensure that certain first responders were equipped and trained to administer naloxone. Stakeholders across the state are working to deploy naloxone to higher risk populations.

The administration also prioritized increasing accessibility and affordability of naloxone to individuals. Consensus-driven legislation passed to allow pharmacists to prescribe naloxone and to permit the prescription of overdose reversal drugs to individuals other than the direct user, enabling family and friends to take steps to protect their loved ones.

Strengthening Prevention Tools for Providers and Consumers

Public Act 15-198, *An Act Concerning Substance Abuse and Opioid Prevention*⁹⁸ increased practitioner awareness through required continuing education on proper pain management and controlled substance prescriptions. It also greatly enhanced the effectiveness of Connecticut's Prescription Drug Monitoring Program (PMP) by requiring practitioners, or their authorized delegates, to check the PMP prior to prescribing certain controlled substances. In addition, the PMP was strengthened further by requiring data to be uploaded by pharmacists each business day, rather than weekly. Together, these two provisions ensure that practitioners have comprehensive, accurate data so they can make informed treatment decisions. Public Act 17-131, *An Act Preventing Prescription Opioid Diversion and Abuse* built on this progress by requiring that certain high-risk drugs be electronically prescribed, making it more difficult to forge prescriptions.⁹⁹

Six in ten people who are prescribed opioid painkillers expect to have leftover medication. Governor Malloy championed legislation to help facilitate the destruction of unused prescription drugs. The

administration also worked with private partners to spearhead a public awareness campaign to encourage the public to safely dispose of unused medications, limiting their accessibility for misuse. Moreover, Connecticut established prescription length limits for opioid drugs for adults and minors, with certain exceptions, and requires prescribers to discuss the risks of such prescriptions with patients.¹⁰⁰

Additionally, a voluntary non-opioid directive now exists to give patients the ability to formally tell their practitioners they do not want to be prescribed or administered opioid drugs. While this directive is voluntary and can be revoked by a patient or their health care proxy at any time, it is another tool that can be used to prevent opioid addiction or help a person in recovery communicate their needs to their health care provider.¹⁰¹

In November 2017, the State launched its first web-based real-time bed availability system for the public, which tracks DMHAS-funded detox, residential addiction treatment and recovery house availability. Programs enter the number of beds available each day and sometimes multiple times per day to keep the public informed and to increase access to services.

Enhancing Access to Treatment

Other efforts to combat the opioid crisis include:

- The publication of information online by the Department of Public Health (DPH) about how prescribers can obtain certification for suboxone and other medicines to treat opioid use disorder.
- The requirement that individual and group health insurers cover medically necessary detox treatment, as defined by American Society of Addiction Medicine criteria.
- The addition of the MAT locator to the Connecticut Behavioral Health Partnership (BHP) website to help residents find treatment.
- The BHP also implemented Project ECHO, which provides tele-health consultation and education services to qualified Medicaid Program providers who are interested in expanding their knowledge, confidence, and utilization of MAT for Opioid Use Disorders. A primary goal of the program is to expand access to and utilization of MAT, particularly buprenorphine, through the provision of education and support of *Data 2000*, waived providers who are operating well below the prescribing capacity are allowed under the waiver.

Improved Quality of Health Care

Enhanced Primary Health Care

In 2014, the state was awarded a \$45 million competitive federal grant to transform its health care system by improving outcomes and quality, improving access to care, reducing health inequities, and reducing health care costs. Through a federally sponsored initiative known as the State Innovation Model (SIM), the state brought healthcare payers, including Medicaid and commercial payers, employers, providers, and consumers together to begin implementing outcomes based on, value-

based care where outcomes and care experience are tied to payment. For example, the Patient Centered Medical Home+ program, Connecticut's Medicaid first shared savings program, improves outcomes for Medicaid beneficiaries of participating community health centers and advanced networks through data sharing, improved coordination, and community linkage.

Improved Quality of Health Care

In partnership with three Administrative Services Organizations, the state's Medicaid program has implemented a range of care delivery interventions that have dramatically increased use of preventive care, reduced non-urgent use of hospital emergency rooms and inpatient care, reduced hospital readmissions, and yielded improvements in measures related to many common health conditions such as diabetes and asthma. These interventions recognize that a one-size-fits-all disease management approach is inadequate, and that an array of supports is needed to address the wide range of patient needs. Reforms have included Intensive Care Management through expanded care teams that include community health workers, coordination with hospital discharge processes, transformation of primary care practices under the Person Centered Medical Home initiative, and integration of behavioral health and medical care through health homes. The program has also regularly assessed the care experience of its members and has documented that members have better access to care and feel more respected by their providers.

Behavioral Health

The state implemented a behavioral health in-home effort in which local mental health authorities and their affiliates integrated behavioral health, primary care, and community-based supports for people with serious and persistent mental illness. The administration also expanded use of Assertive Community Treatment teams, an evidence-based practice that offers treatment, rehabilitation, and support services, using a person-centered, recovery-based approach to individuals that have been diagnosed with a severe and persistent mental illness. To enhance access to quality behavioral health providers, Connecticut increased Medicaid rates for mental health providers in Fiscal Year 2015.

Public Act 13-3¹⁰² and Public Act 15-5¹⁰³ also increased access to behavioral health treatment. Among other things, the laws updated standards for utilization review and clarified health insurers' responsibilities relating to behavioral health utilization review — a result of the [2015 Behavioral Health Working Group](#) convened by the Insurance Commissioner.

Overall, DMHAS obtained more than \$90 million in federal discretionary grants between 2011 and 2018 to support behavioral health services including helping individuals with serious mental illness to secure employment and provide integrated mental health, substance abuse, and primary care to more than 2,200 individuals in three urban hubs.

Family Planning

Reproductive health care was expanded through the implementation of innovative Medicaid policies. A family planning coverage group for individuals of childbearing age who are not otherwise eligible for full Medicaid coverage became available in 2012. Also, obstetrical pay-for-performance programs were instituted to improve care for pregnant women and the outcomes for their newborns.

Finally, Medicaid reimbursement rates for long-acting reversible contraceptives were increased to ensure continued access while new devices have been added when they became available.

In 2017, to ensure Medicaid coverage of family planning services if the federal government defunds Planned Parenthood, Public Act 17-2, June special session, was enacted. Any family planning clinic that meets DSS' requirements for participation in the Medicaid program, but is restricted from receiving federal Medicaid funding, may now continue to receive state-only funding provided the General Assembly approves.

In addition, the Governor signed Public Act 18-10 which ensures that regardless of actions taken by the federal government, Connecticut will preserve access to coverage of women's preventive health services provided by the Affordable Care Act. For certain health carriers the state regulates, these benefits include well-woman visits, STD testing, breast cancer screening, domestic and interpersonal violence screening and counseling, and FDA-approved contraceptive drugs.

Urgent Care

The sudden rise of urgent care centers prompted new licensure in 2017 of urgent care centers.¹⁰⁴ The 2017 legislation promotes public health and enables the Department of Social Services to emulate Utah's "Safe to Wait" project, which reduced repeat non-emergent emergency department visits by Medicaid beneficiaries. It provides with information and education on alternatives to the emergency department, connects Medicaid beneficiaries to primary care, and shares a list of urgent care clinics throughout the state.

Medical Marijuana Program

In 2012, the state created Connecticut's Medical Marijuana Program (MMP) to help patients with debilitating conditions by giving them access to marijuana as a medication.¹⁰⁵ The goal of the program was to create a new pharmaceutical marketplace so that patients, for whom traditional medications were not working, would have an alternative that research indicates is helpful in treating certain conditions. The law and regulations, limit the number of businesses that can sell marijuana and place restrictions on advertising so that the product is not marketed in a way that encourages recreational use.

Consistent with the program's mission, Connecticut's Department of Consumer Protection (DCP) has instituted a true medical model to ensure Connecticut patients are receiving quality care and product. Marijuana producers are regulated like manufacturers of pharmaceutical products, all products must be laboratory tested and labelled, and dispensaries are regulated like pharmacies. Also, DCP has approved research programs designed to increase knowledge on the medical uses of marijuana and to offer prescribers and patients the best possible information when choosing treatment plans.

As of October 2018, the 6-year-old program had 977 participating prescribers, four producers, and nine dispensaries, employing more than 450 people that serve almost 28,000 patients. In 2016, the program was expanded to include minors with certain high need medical conditions. The state is looking to add additional dispensary facilities.

Established the Office of Health Strategy

Lieutenant Governor Wyman created the Office of Health Strategy (OHS) in 2018 to enhance coordination of the state's health care reform strategies, including a coordinated response to the Trump's administration's proposed changes. Combining the state's major health care planning and reform initiatives into one office prevents the duplication of efforts, the waste of resources, and streamlines efforts to improve access to quality health care services while reducing costs. The new Office of Health Strategy consolidated oversight of the All-Payer Claims Database, the SIM initiative, the Office of Health Care Access (OHCA), and the state's health information technology initiatives into one state agency.

Healthier Connecticut

Connecticut has consistently been ranked as one of the healthiest states in the country by the United Health Foundation. The Foundation looks at health determinants categorized as community and environment, policy, clinical care, and behaviors to determine its rankings. Connecticut's low incidences of infectious disease, low prevalence of smoking, and high childhood immunization rates all contribute to Connecticut's high ranking at number 3.¹⁰⁶

Universal Childhood Immunization Program

In order to provide more life-saving vaccines to children at a lower cost, in 2012 Connecticut required health care providers who administer pediatric vaccines to participate in the state's universal childhood immunization program. In addition, this administration secured multiple expansions of the vaccines covered under the childhood immunization program, adding vaccines for flu, pneumonia, Hepatitis A, and in 2017, for Human Papillomavirus. Between 2011 and 2016, the vaccination rate in Connecticut, already among the highest in the nation, increased by eight percent. More importantly, children are healthier: cases of whooping cough were reduced by 31 percent and cases of chicken pox were reduced by 65 percent from 2010 to 2017.

Protected Drinking Water

To addresswaning federal funds and ensure that Connecticut residents continue to have access to high quality drinking water for years to come, a safe drinking water assessment was developed in consultation with the water utilities. The assessment was designed to assure continued support for DPH's oversight and regulation of the more than 2,500 public water systems that serve Connecticut residents. The state has aggressively addressed lead in public drinking water systems — between 2016 and 2018, DPH issued over 50 administrative orders to remediate findings of lead levels that exceeded acceptable standards at schools and child day care settings.

Additionally, the state provided matching funds, sale of bonds, and repayment of loans for the federally funded Drinking Water State Revolving Fund (DWSRF) which provides low interest loans to eligible public water systems for drinking water infrastructure improvement projects. As of June 30, 2018, 162 loans have been executed for approximately \$327 million.

As a result of ongoing efforts, DPH has consistently exceeded the national Government Performance and Results Act goal for providing drinking water that meets all applicable health standards. Connecticut has approximately 99 percent of its population served by community drinking water systems that meet all applicable health standards.

Reduced Use of Tobacco

Connecticut has made great strides in decreasing cigarette smoking. From 2011 to 2016, cigarette smoking fell by 23 percent among adults and 60 percent among youth. These improvements are the result of a variety of efforts, including increasing the taxes on tobacco products, enhancing access to prevention and cessation services, and the expansion of Connecticut's Medicaid program to cover cessation services.

Tobacco sales to minors dropped from 11.3 percent to 8.8 percent. This success was only possible because of the state's strong commitment to enforce state tobacco laws.

From 2011 to 2018, the Tobacco and Health Trust Fund also distributed more than \$29 million to support anti-tobacco efforts in the state such as counter-marketing, cessation services, prevention services and information, and referral. In 2014, Governor Malloy spearheaded regulation of harmful e-cigarette products, banning the sale of electronic nicotine delivery systems and other related devices to minors, as well as other initiatives to enhance the state's effort to prevent tobacco use among minors.

More Work to Do

Connecticut is a national leader in healthcare. This transformation is only the beginning of an era of modernization and improvement that Connecticut must continue to embrace.

To continue to reduce the number of uninsured residents, Connecticut should continue to support a robust marketplace for insurance, starting with Access Health but also including off-exchange products by the vibrant health insurance industry headquartered here in Connecticut.

Expanding access to healthcare means reducing its cost. One necessary step toward controlling medical costs — the main driver of health insurance premium increases — is to adopt a mandated health benefit review process prior to a mandate becoming law. Another important area for cost control is Connecticut's duplicative system of acute care hospitals. The demands by that industry for ever-increasing state subsidy will eventually crowd out more cost-effective community-based care. The state must demand accountability from this important sector.

Another key to long-term cost control is the transition to outcome-based payment rather than fee for services and grant-based payments. This transition will take many years as individual providers, insurers, and patients become accustomed to new practices such as bundled payments, shared savings and risk-sharing agreements, and health homes.

In order to fully realize the benefits of rebalancing our state's long-term care system, Connecticut must continue to develop a strong system of providers who can meet the community-based care

needs of a fast-growing panel of patients. The state must also work to ensure that the workers who have long cared for our most vulnerable seniors in nursing facilities are given opportunities to increase their skills to meet those community-care needs.

The need to expand our capacity for community-based care goes well beyond the traditional nursing home population of seniors and the disabled. The use of institutions and emergency rooms in acute care hospitals to care for children and youth, for people with intellectual disabilities, and for those with behavioral health needs should be minimized for the benefit of those served and to avoid unnecessary costs. To accomplish this, we must also develop more community-based options for children and youth with behavioral health needs, residents struggling to overcome opioid addiction, and people with intellectual disabilities.

Building on the significant progress already made by the Department of Social Services and the Office of Health Strategy, Connecticut must continue to advance comprehensive efforts to enhance access to health care and improve quality of care and outcomes for populations regardless of one's race, ethnicity, hometown, or income.

One way to accomplish this is to recognize the social determinants of health and deploy those insights for improved strategies to prevent disease and unnecessary hospitalization. These strategies include linking clinical care to other community services and integrating community health workers into the state's health system. It is especially critical that these new modes of healthcare delivery be made available to the Medicaid population, and the state should strongly consider using the federal waiver process to allow this to happen with federal support.

Connecticut must also continue to stand up to aggressive partisan efforts to roll back access to health care, particularly for women. The state should adopt legislation in response to the U.S. Supreme Court's ruling in *NIFLA v. Becerra* to ensure that women who seek counseling for pregnancy options receive complete and accurate information about available services.

Connecticut enacted meaningful policy changes on a bipartisan basis to combat the opioid crisis. At the same time, as the epidemic persists, Connecticut must continue to decrease stigma and discrimination of substance use disorders and mental health disorders. We must continue to develop our response to emerging healthcare trends including local responses to substance use "hot spots."

Healthcare, including Medicaid, state-funded health services, public health, employee and retiree health benefits, and provider support, is and will continue to be the largest expense in the state budget. Maintaining and expanding access and quality of care are paramount goals for the state, but must be balanced with continuous effort to control costs, prioritize state initiatives and maximize federal support.

⁹⁵ [Public Act 11-53: An Act Establishing a State Health Insurance Exchange](#)

⁹⁶ [Public Act 16-205: An Act Concerning Standards and Requirements for Health Carriers' Provider Networks and Contracts Between Health Carriers and Participating Providers](#)

⁹⁷ [Public Act 14-12: An Act Concerning the Governor's Recommendations To Improve Access to Health Care](#)

[Public Act 14-217: An Act Implementing Provisions of the State Budget for the Fiscal Year Ending June 30, 2015](#)

[Public Act 14-231: An Act Concerning the Department of Public Health's Recommendations Regarding Various Revisions to the Public Health Statutes](#)

⁹⁸ [Public Act 15-198: An Act Concerning Substance Abuse and Opioid Prevention](#)

⁹⁹ [Public Act 17-131: An Act Preventing Prescription Opioid Diversion and Abuse](#)

¹⁰⁰ [Public Act 16-43: An Act Concerning Opioids and Access to Overdose Reversal Drugs](#)

¹⁰¹ [Public Act 17-131: An Act Preventing Prescription Opioid Diversion and Abuse](#)

¹⁰² [Public Act 13-3: An Act Concerning Gun Violence Prevention and Children's Safety](#)

¹⁰³ [Public Act 15-5: An Act Concerning the School Security Grant Program](#)

¹⁰⁴ [Public Act 17-2: An Act Concerning the State Budget for the Biennium Ending June 30, 2019, Making Appropriations Therefor, Authorizing and Adjusting Bonds of the State and Implementing Provisions of the Budget](#)

[Public Act 18-149: An Act Concerning Outpatient Clinics, Urgent Care Centers and Freestanding Emergency Departments](#)

¹⁰⁵ [Public Act 12-55: An Act Concerning the Palliative Use of Marijuana](#)

¹⁰⁶ [America's Health Rankings \(2016\) United Health Foundation: Connecticut Overall 2017 .](#)



State of Connecticut
Office of Governor Dannel P. Malloy

Reforming Connecticut's Child Welfare System – The Turnaround State

"Ensuring the welfare of our children is among the most challenging, yet rewarding aspects of government. The court's decision to streamline the process of ending federal oversight is certainly a welcome one and is a testament to the improvements that the DCF has made in its commitment to providing a family-oriented approach to child welfare under the leadership of Commissioner Katz." – Governor Dannel P. Malloy responding to a federal judge's decision to approve a plan that would end a quarter-century of federal oversight of Connecticut's child welfare agency, December 13, 2017

Under the leadership of Governor Malloy and Commissioner Joette Katz, Connecticut made substantial and meaningful reform to the state's child welfare system. These efforts were designed using data driven best practices, and were informed by stakeholder input. This successful integration of data with actual, real life experiences led to Connecticut's current status as a national leader for child welfare system improvement. In response to the progress and other reforms made within the Department, the Annie E. Casey Foundation heralded Connecticut's Department of Children and Families (DCF) as the "Connecticut Turnaround" in 2015.

Progress during the Malloy administration:

- Achieved an **almost 10 percent reduction in the total number of children in care**, representing 439 fewer children.
- Oversaw **76 percent decline in the number of children living in group settings**, representing 1,094 fewer children.
- **Doubled the number of youth living with a relative** or other person the child knows well. As of November 2018, 43.3 percent of children in care lived in a "kinship home."
- **Decreased out-of-state placements** from 357 children in 2011 to just 7 children in 2018.
- Put the state on **an achievable path to end decades of federal court oversight**, affirming the remarkable transformation of the system.

The Turnaround State

DCF has a consolidated statutory mandate that includes child protection, behavioral health, prevention, and educational services. At any point in time, the Department serves approximately 35,000 children and 15,000 families across its programs and mandated areas of service. The Department serves Connecticut families through a Strengthening Families Practice Model that includes the following seven cross-cutting themes:

- Implementing strength-based family policy, practice and programs;
- Applying the neuroscience of early childhood and adolescent development;
- Expanding trauma-informed practice and culture;
- Addressing racial inequities in all areas of the agency's practice;
- Building new community and agency partnerships;
- Improving leadership, management, supervision and accountability; and
- Becoming a learning organization.

Engaging Families

Early in the Malloy administration, a coordinated plan was initiated to make DCF less reliant on institutional/congregate settings and more strength-based by focusing on the early engagement of families as part of the solution.

Implementation of a Differential Response System (DRS)

Implementation of a Differential Response System (DRS) allowed DCF to adjust its response to families based on the level of risk. DRS helps to identify lower-risk families and then engage them as partners in assessing family strengths and needs. Participation in the program is voluntary. The DRS track stands in sharp contrast to the response to higher-risk families who remain subject to traditional child protection investigations, possible findings of abuse and neglect, and, potentially, court proceedings that may result in the removal of children or termination of parental rights.

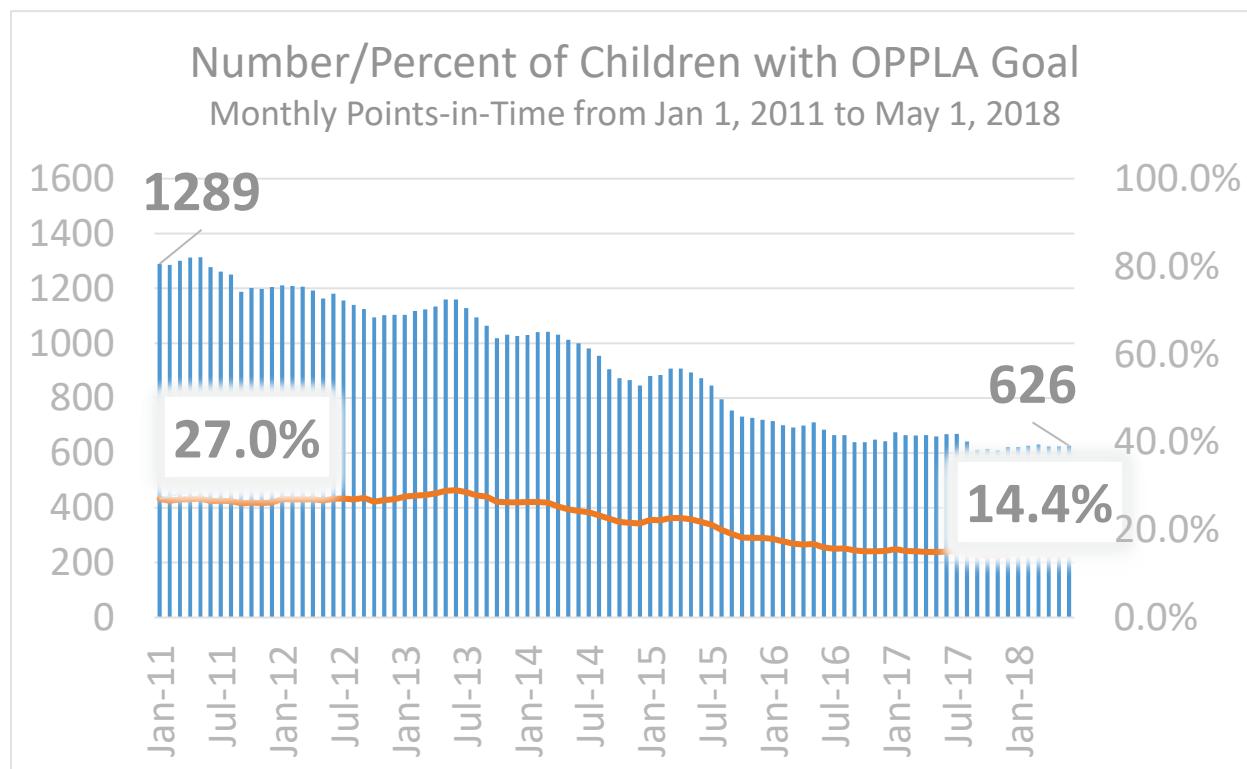
In March 2012, DCF launched DRS statewide. Since then, about 40 percent of reports have been diverted to the assessment track representing approximately 7,500 families a year. DRS allows DCF to identify family strengths that will keep children safe and identifies needs that can be addressed by accessing services from community service providers. Less than 10 percent are switched to the investigations track after finding a significant safety concern during the assessment process, and more than 40 percent of assessments were concluded without additional agency involvement. Most importantly, 90 percent of families on the Family Assessment Response (FAR) track have not received substantiated subsequent reports within two years after their first FAR approval date. This data reflects why this model works better for families.

Announced Visits

To be successful in enlisting families in actualizing solutions for children, DCF needed to ensure that families felt respected, valued, supported, and heard. One simple way to do this was to end the long-established practice of responding to a report of abuse or neglect by showing up at a family home “unannounced.” The agency implemented this change early in the administration, and its staff — unless the nature of the report indicated a child’s safety would be at risk as a result — began to make phone calls to family homes to make an appointment for the initial visit. This helped to lay a groundwork of respect just as other professionals might do if they needed to come to a family’s home to provide some form of assistance.

Considered Removal Meetings

In February 2013, DCF initiated “considered removal child and family team meetings” to engage families in finding solutions and alternatives to removing a child from their home whenever possible. Because the purpose was to prevent the trauma that comes from a removal, the design of the process was to hold the team meetings before removal unless the child’s safety required the meeting to be held afterwards. The team meeting would gather the family and all its supports to have a discussion about how the child can be maintained safely in the home, and, if that is not possible, then to determine if a relative or kin would be appropriate and willing to serve as a foster family. The data shows that this engagement process works even for families whose challenges are so significant that removal is under consideration or even a presumption.



Since the start of this administration, DCF has reduced the number of children with a permanency goal of Other Planned Permanent Living Arrangement (OPPLA) in favor of preferred permanency goals including adoption and permanent transfer of guardianship where youth transition from foster care with connections to relatives and “fictive kin” as part of their support network.

Fatherhood Initiative

Each of the 14 DCF offices developed teams of staff to heighten awareness of the importance and need to improve the agency's work in engaging fathers. A policy was implemented to help ensure that fathers and paternal relatives were identified and engaged early on in DCF's cases — starting with the first call to the Careline. Supervisors assess fathers' involvement at the intake stage and document plans to engage fathers at the first and subsequent supervisory conferences. Cases can no longer be closed or transferred without documentation of efforts made to identify and engage fathers, case plans without documentation of father identification or engagement are not approved. The percentage of fathers participating in DCF's considered removal child and family team meetings has risen to nearly 60 percent in 2018 — up 10 percent since 2013.

Juan F. Exit Plan

In acknowledgement of DCF's continued progress and after over 25 years of federal court oversight, the U.S. District Court overseeing the Juan F. consent decree ordered a new exit plan in December 2017. The changes to the decree included a streamlined monitoring process and adequate staffing levels. Whereas the previous order required that 20 separate criteria be met for compliance, the new plan cuts those criteria in half. Not only is the criteria reduced to a more manageable number, but it is also more narrowly defined. Equally as significant, the new plan directs that any remaining criteria will be removed as they are met — further reducing the scope of federal court review. Overall, six outcomes that have yet to be met remain active in the new order. All other measures have been eliminated altogether or have been pre-certified as satisfied. Specifically, the new exit plan includes the hiring of more social workers and social work supervisors to keep caseloads at a manageable level, to support high quality case work, and to enable staff to spend more time engaging clients.

In August 2018, the court monitor found that four additional outcomes that had been pre-certified have achieved the goal and will no longer be monitored. Another outcome — timely commencement of investigations — was qualified by the monitor for being removed from monitoring in the next two quarters. That means that only five outcome measures remain for the monitor to evaluate before DCF oversight can end entirely.

Strengthened Protections for Minors

Strengthening Mandated Reporting

In 2017, the DCF Careline received nearly 110,000 calls. 54,165 were reports of child abuse or neglect, of which 31,299 were accepted and assigned to either an investigative or family assessment response track. Calls to the Careline increased by more than 7 percent between 2015 and 2017, due in large part to enhanced mandated reporting laws that broadened the pool of mandated reporters and increased the penalties for failures or delays in reporting. New IT and data systems as well

as staffing have aided DCF's ability to follow up on calls in a timely manner and by the end of 2018, DCF will be able to accept electronic reports.

Domestic Minor Sex Trafficking

Over the past several years, Connecticut has enacted legislation to promote public awareness and prevent child sex trafficking. To achieve this, the state is monitoring efforts to combat trafficking, clarified mandatory reporting, and provided a statewide oversight and monitoring body - the Trafficking in Persons Council. Connecticut has also enacted laws to increase a number of criminal penalties associated with sex trafficking-related crimes, focused on the perpetrators — the pimps and traffickers.

Connecticut's response to victims of child sex trafficking is unique. Many states simply rely on the fact that the alleged perpetrator of Domestic Minor Sex Trafficking (DMST) is not an "entrusted caregiver" in order to deny services to the victim. In Connecticut, victims of child sex trafficking are provided with services such as therapeutic mentoring. Between 2008 and 2017, 846 children were referred to DCF as possible victims of DMST. Between 2016 and 2018, the Department received a total of 414 referrals of children/youth who were either at-risk or confirmed victims of child trafficking. This dramatic increase in referrals has meant that DCF's awareness efforts are resulting in identification of youth who are being exploited. Unfortunately, this trend also indicates that there are many unidentified victims in our state who are in need of rescue and support.

Juvenile Justice

The Connecticut Juvenile Training School (CJTS) operated by DCF closed in the spring of 2018, and juvenile justice functions were transferred to the Court Support Services Division in the Judicial Department effective July 1, 2018. During the Malloy administration, the number of youths housed at CJTS dropped precipitously due to a declining rate of juvenile and young adult arrests, record low crime rate, the impact of the Governor's criminal justice reforms, and the enhanced behavioral health services made available by DCF to all of Connecticut's youth. See Public Act 17-2¹⁰⁷ of the June Special Session, Public Act 18-31¹⁰⁸ and the Reimagining Justice chapter of this document on page 99 for additional information on the closure of CJTS.

Behavioral Health

Children's Behavioral Health Services

Public Act 13-178¹⁰⁹ directed DCF, in consultation with various individuals and agencies, to develop a children's behavioral health implementation plan with strategies to prevent or reduce the long-term negative impact of mental, emotional, and behavioral health issues on children. The plan, and its subsequent updates, provide a roadmap for enhanced coordination of children's behavioral health services in Connecticut.

Over the last eight years, DCF has focused on a range of behavioral health services, with a focus on more children being served in their communities. This has allowed DCF to identify and provide services for adverse childhood experiences (ACEs), which put a child at much greater risk for a range of trauma-related psychological, emotional, behavioral, and physical affects.

Substance Use Services

The demand for substance use services in the state continues to rise as the opioid epidemic persists. DCF estimates that parental substance abuse is responsible for up to half of the instances when children ages birth to six are identified as at risk for abuse, neglect, poor developmental outcomes, and/or removal from the home. The Department focused its efforts on evidence based strategies to address various substance use issues facing DCF involved families.

In 2016, Governor Malloy launched an innovative Pay For Success (PFS) program aimed at measurably improving the lives of families struggling with substance use. Through the PFS model, the government repays private investors only if the program meets predetermined outcomes. Independent evaluators measure the effects of a program that demonstrate a return on investment based on specific metrics that benefit both individuals and society.

Connecticut's PFS project supports new treatment teams delivering family-based recovery to families in need. Each treatment team visits a client's home several times per week to promote positive parent-child interactions, increase parental awareness and understanding of child development, and help parents on their path to substance use recovery. The project was designed to help ensure family stability and keep children with their parents. As of 2018, more than 200 families had participated in the program.

More Work to Do

There is always more work to do in a child welfare agency. Maintaining funding and support for family-centered policies and programs, and providing community-based support services for children and their families, including trauma-informed services, are critical to assisting the thousands of children and their families served by DCF.

Racial Justice

For the last five years, the Department concentrated on racial justice due to the fact that families of color are disproportionately referred to DCF. Less than 40 percent of Connecticut's children are identified as Hispanic, African American, or a mixed race. However, children of color make up almost **two-thirds** of maltreatment reports, substantiations of abuse and neglect, children in care and children in institutional care. This dramatic overrepresentation is the result of structural racial injustice. While racism may not be intentional in child welfare systems, its presence results in unfair and harmful effects for children and families of color.

As a result, the Department has been and remains committed to apply a racial justice lens to all of its work. It is committed to measuring disparities in reports, investigations, entries into care, entries

into institutional settings, and in achieving permanency. DCF established statewide workgroups to identify and measure unfair treatment and to monitor implementation of changes meant to address it.

Through DCF's racial justice effort, the agency is promoting greater equity for families of color who may come to the attention of child welfare because they need parenting services or other supports. By shining a light on this issue, DCF will continue to strengthen families and communities which will reduce the need for interventions by child welfare agencies. Creating a more racially just society is probably the most powerful prevention program that can be devised.

Comprehensive Child Welfare Information System (CCWIS) Project

DCF is currently developing a fully federally compliant Child Welfare Information System (CCWIS) for case management to replace the non-compliant, outdated, labor intensive SACWIS system, currently in use. The new CCWIS initiative will be federally funded at a rate of 50 percent reimbursement through Title IV-E Claiming.

CCWIS will be the cornerstone of all of DCF's systems and fulfills the federal and state requirement of Child Protective Services agencies. This system will be the primary tool for Child Welfare case management. DCF will have reliable, fully compliant data for federal reporting and data analytics for decision making and performance improvement. It will also create a modern infrastructure that allows for easy modification of the system and will include a mobility initiative to provide DCF's workforce with the best tools and technology available.

Albert J. Solnit Children's Center

The Solnit Children's Center South Campus is the only facility in Connecticut that serves youth 13-17 with high-end psychiatric needs. In response to recent events, DCF launched extensive efforts to improve safety involving the facility, enhance the treatment model, update clinical engagement protocols, and address safety considerations at the facility which was built in 1967. The improvements are driven by independent, national experts who have completed an exhaustive review with numerous recommendations that as of October 2018 were underway. In addition, national experts at Beacon Health Options are designing and implementing a quality assurance program going forward to ensure that improvements are sustained and that further improvements are instituted when warranted. For the sake of these children, the state must sustain these reforms.

¹⁰⁷ Public Act 17-2 June Special Session: An Act Concerning the State Budget for the Biennium Ending June 30, 2019.

¹⁰⁸ Public Act 18-31: An Act Concerning the Recommendations of the Juvenile Justice Policy and Oversight Committee and Concerning the Transfer of Juvenile Services from the Department of Children and Families to the Court Support Services Division of the Judicial Branch.

¹⁰⁹ Public Act 13-178: An Act Concerning the Mental, Emotional and Behavioral Health of Youths.



State of Connecticut
Office of Governor Dannel P. Malloy

Revitalizing Connecticut's Municipalities

"Cities and towns will have a partner in Hartford, and we will marshal all the resources of the state government to help local projects... I've been on the municipal side of the equation, and I know firsthand how important that partnership could be." - Governor Malloy, First Address as Governor to the Connecticut General Assembly, January 5, 2011.

With more than 20 years of experience in Stamford's municipal government Dannel P. Malloy — was the first governor to serve as an urban mayor since Governor Thomas Meskill 40 years earlier. This background, along with his commitment to social justice and fairness in a state that has long favored suburban interest over those of central cities, led the Governor to embrace policies that treat the state's urban communities more equitably, understanding their critical role in overall economic development.

Progress during the Malloy administration:

- **Grew municipal aid from just under \$4 billion per year to more than \$5.1 billion annually.**
- Funded grant programs - including backfilling lost federal revenue - during a budget crisis, thereby shielding municipalities from increasing property tax levies as the state's economy continued to struggle with the fallout of the Great Recession.
- Created the Municipal Accountability Review Board to support and oversee municipalities with distressed finances, which offers new resources to towns while holding them accountable for their finances.
- Expanded formula-based capital funding for municipal projects, resulting in key investments in infrastructure, economic and community development, housing, education, and culture and the arts.
- Aided Transit Oriented Development (TOD) in our key corridors to boost local economies, incubate new businesses, increase accessibility of transit systems, and provide enjoyable recreational environments surrounding transit centers.
- **Invested approximately \$206 million on brownfields revitalizing more than 250 properties in 72 cities and towns, leveraging more than \$3 billion in other funds.**

Supporting Connecticut's towns

Funding Education

Connecticut's largest municipal aid commitment is to public education, with more than \$2 billion paying for Education Cost Sharing (ECS) grants to fund our local schools, another \$1.3 billion to fund our obligations to the teachers' pension system, and another \$1.2 billion committed to school construction, transportation, magnet schools, and special education cost sharing grants, among other items. With the forthcoming spikes in the state's annual contribution to the Teachers Retirement System, municipal aid growth will far outpace the growth in the state's share of spending on Medicaid, debt service, and transportation during the same period.

Facing the state's ongoing fiscal challenges, the administration has redistributed aid away from the state's wealthiest communities to the poorest, including central cities, inner-ring suburbs, and some rural communities. Examples include: back-filling the loss of time-limited federal ARRA funding that was used for education grants under Governor Rell; creating Alliance District grants for the highest need school districts; expanding formula-based capital funding for municipal projects; supporting the municipal revenue sharing program that was implemented in 2015, and passed in the October 2017 budget; and enacting ECS formula changes that directed new aid to the most-needy communities.

Additionally, Governor Malloy took decisive action in Fiscal Year 2018, ordering additional funding for school districts housing students displaced by Hurricane Maria and other storms, which became part of the enacted budget revisions in Fiscal Year 2019.

This philosophy was the basis for the Governor's 2017 proposals to further target ECS aid to the neediest school districts and to have municipalities share the costs of the Teachers' Retirement System (TRS). Historically, local governments negotiate their teacher agreements, including benefits, although the state has fully paid the employer share of pension contributions for school systems. The result has been a regressive system under which, for instance, the Town of Greenwich receives more assistance than the City of New Britain, despite their glaring wealth disparity. The proposals entailed distributing some of the \$1.3 billion spent on TRS, through grant programs that assist school systems based on their financial need. While these proposals were not enacted, the enormous scale of the annual contributions made to this system — more than 25 percent of all municipal aid — make it a key component of any future efforts to direct more assistance to our neediest cities.

Municipal Aid Grant Programs

In January 2011, the state had a \$3.7 billion deficit having borrowed \$900 million to cover basic operating expenses and using one-time federal revenue from the American Recovery and Reinvestment Act (ARRA) of 2009 to fund basic state aid for education. The state's economy was still

reeling from the Great Recession — and while other states cut municipal aid to balance their budgets and force local property tax increases, this administration maintained funding for Connecticut's municipal aid programs, even backfilling lost federal resources with state funds. Not satisfied with flat funding municipal aid during difficult times, Governor Malloy oversaw an increase of 27.5 percent.

These grant programs include the state's Payment In Lieu of Taxes (PILOT) to help cities and towns offset the revenue lost from hosting tax-exempt property, including property owned by the state, colleges and universities, and hospitals; local capital improvement grants to assist municipalities with road construction, maintenance, beautification, and urban renewal; and funds to assist with economic and community development. Unlike most other states, Connecticut does not have county government. As a result, the state picks up a far greater share of aid to municipalities and maintains many of the responsibilities of a traditional county government like bonding for school construction.

Capital Investments in Urban Vitality

Help for Connecticut's cities is also found in the administration's support for capital investments that strengthen communities and the regions they anchor. Major investments were made right in the heart of major cities, with more than \$3.2 billion allocated to Bridgeport, Hartford, Meriden, New Britain, New Haven, Norwalk, Stamford, and Waterbury. This support has included:

- More than \$122 million for libraries, museums, theaters, zoos, and arts organizations, which includes more than \$4.5 million to aid renovations at the Maritime Aquarium in Norwalk;
- \$62 million for homeless shelters, childcare services, community service organizations, and senior centers;
- More than \$520 million to relocate, expand, launch, and grow businesses in Connecticut cities, with \$191 million going to Stamford for the growth of companies such as NBC Sports, Charter Communications, Synchrony Bank, and Navigators;
- More than \$266 million for education-related capital projects, over and above the normal state assistance for K-12 school construction. This includes technical high schools, community colleges, public universities, and charter schools, with almost \$70 million going to Waterbury;
- \$112 million for hospitals and non-profit providers providing behavioral health, primary care, services to the disabled and other health-related services, which includes \$10 million for the Hospital for Special Care in New Britain to expand its facilities for Autism Spectrum Disorders;
- More than \$483 million for affordable housing and apartments, some of it located in downtowns and connected to Transit Oriented Development, with \$74 million being invested in Bridgeport;
- More than \$27 million in park, playground, athletic and open space improvements, including \$1.8 million to reconstruct the fishing pier at Fort Nathan Hale Park in New Haven;
- More than \$505 million in improvements to state-owned property and buildings, often located in cities, with more than \$452 million being invested in Hartford;

- More than \$1 billion in major transportation projects, including local roads and bridges, and state highway and rail investments, more than \$15 million of which has gone to Meriden to help revitalize the city.

The capital investments contribute to the quality of life in cities, for all their residents. Whether they are reusing old industrial buildings for coworking environments, adding food trucks or creating new space, these projects create jobs, encourage related growth, and add to the vibrancy and vitality of our cities.

In addition, the state has maintained a robust STEAP program to aid our small towns with the investments they need to preserve historic buildings, develop theaters, museums and libraries, and maintain public parks.

These transformative and innovative projects are helping move our cities and towns forward by making them stronger now, while simultaneously keeping an eye on the future.

Transit Oriented Development (TOD)

Governor Malloy's urban policies are inextricably linked to his transportation policy. By supporting planning and implementation grants for TOD, the administration has explicitly directed the state's development incentives toward locations served by existing and new transportation corridors, strengthening the economic vitality of cities and increasing access to public transit. The state has been leveraging the younger generations' changing housing preferences, providing housing alternatives that provide car-free access to jobs in growing center cities — as well as additional transportation options, whether bike rentals and pathways or CTfastrak or CTrail. [For more on TOD, see the Transportation chapter on page 42]

Case Study: Meriden

The problem: The "Silver City" of about 60,000 residents is located halfway between Hartford and New Haven. In past centuries it experienced a manufacturing boom, but struggled as those jobs faded. The city's transportation infrastructure was a relic of the stage coach era.

The solution: Action was needed to take advantage of the city's prime location on Interstate 91, along the Hartford Rail Line, and along major bus routes. The state stepped forward with major TOD efforts to invest in the properties and businesses surrounding these transportation arteries to make Meriden a destination - not merely a stop. It also invested in transformative flood control and housing projects for the downtown area.

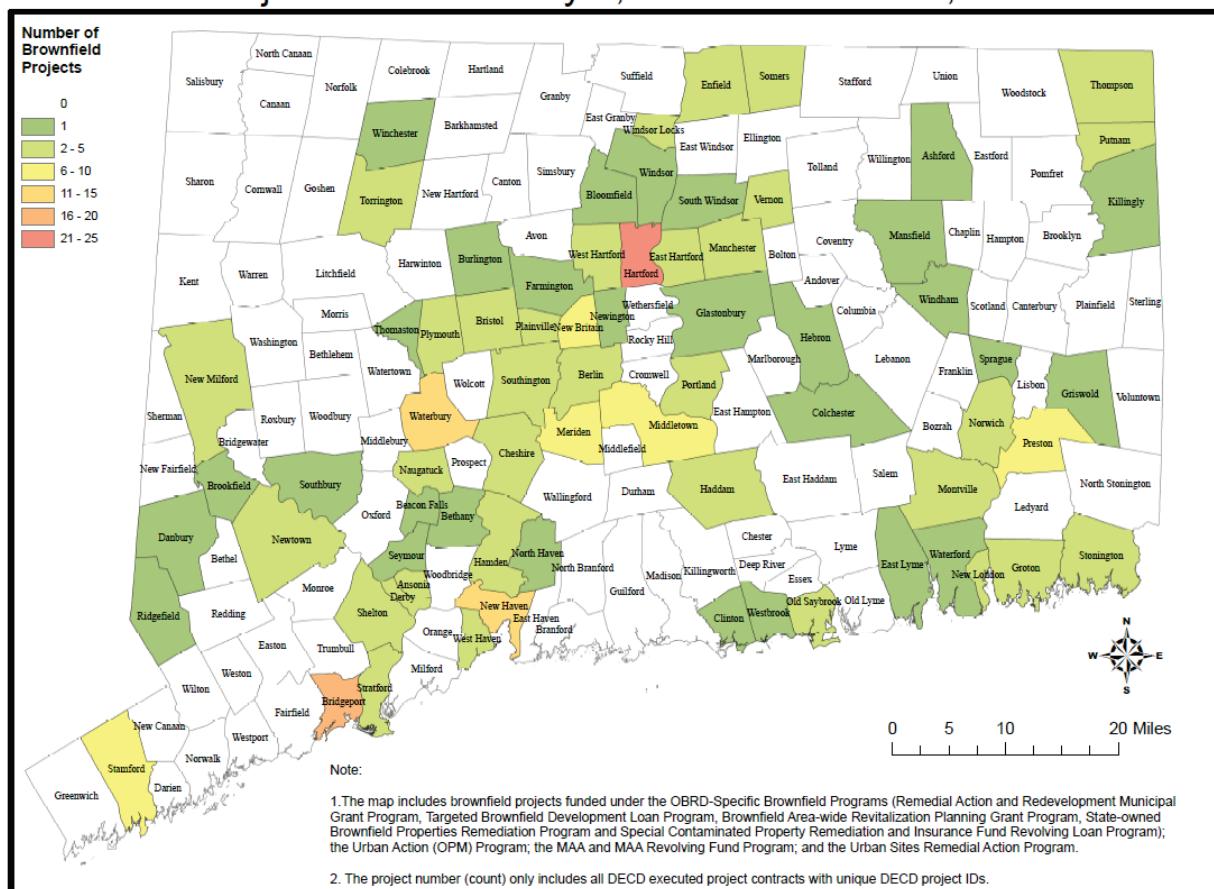
The outcome: Since 2011, the state has invested more than \$80 million into Meriden's development through the Urban Act alone. There has been an additional investment of more than \$10 million through DECD programs for brownfields remediation and rehabilitation and economic development. These investments, combined with a variety of other funding sources, have resulted in the creation, rehabilitation, and development of businesses, infrastructure and cultural interests throughout the transportation corridor, fostering economic growth and community development. Meriden now boasts a brand new train station and parking garage, a state-of-the-art flood control

project disguised as a beautiful downtown center green, new and expanded businesses and business opportunities, newly cleaned and usable buildings, massive streetscape improvements, and 542 new units of housing, including 487 affordable units. Most importantly, Meriden is now firmly positioned for a strong economic future, creating myriad benefits to all its residents and the greater overall region.

Brownfield Remediation

Connecticut is home to some of the most beautiful and historic cities in the country. However, a struggling economy for a prolonged period of time left many of those cities with abandoned buildings and vacant lots. Through its brownfields program, the state helped cleanup, demolish, or otherwise rehabilitate approximately 3,000 acres through more than 250 properties, in 72 cities and towns. The state leveraged approximately \$15.39 in non-state funds for each state dollar invested. These investments include housing complexes, at least two breweries, and several new innovation spaces/incubators.

**Number of Brownfield Projects by Municipality
Projects Awarded July 1, 2011 - October 15, 2018**



Municipal Accountability Review Board (MARB)

The state has stepped forward with a systematic approach to preventing and managing fiscal distress among our historically underfunded communities. Responding to the threat of bankruptcy in Hartford, Governor Malloy, working with Hartford Mayor Luke Bronin, House Majority Leader Matt Ritter amongst others, developed the new Municipal Accountability Review Board (MARB) in 2017. This group exercises significant state control over certain communities based on a tiered system. There are currently two Tier 3 communities; Hartford and West Haven. MARB approves budget assumptions, collective bargaining agreements, and contracts for these communities, and works to put them on a path to recovery, including the development and implementation of five-year financial plans.

Hartford's recovery plan, along with an agreement under which the state agreed to pay local debts, restored the Capital City's credit rating and signaled to the credit markets that Connecticut would stand with its cities and prevent default, while insisting upon financial responsibility and accountability.

Case Study: Why Help Hartford?

In 2017, Governor Malloy received a standing ovation from the members of the state House and Senate when he said, "For communities that would receive additional state dollars in this budget that support can only come with greater accountability for how taxpayer dollars are being spent — whether that be on education, city services or paying off long term debt. Directing state aid and oversight to those who need it the most ensures that the collective strength of a region — or a state, for that matter — is that much stronger. It is in our collective best interest that no town is brought to the brink of bankruptcy." The agreement with Hartford reflects this commitment and policy.

First, the City of Hartford was fast approaching insolvency in 2017. Deep cuts to City services had been implemented over the prior budget cycle; challenging labor negotiations with aggressive concession demands were underway; and the bills were about to come due for ill-conceived debt restructuring that had occurred in the prior administration. The City and state officials were concerned that the City could run out of cash, leading to a default on a debt payment or missed payroll if no alternative was developed.

Second, with the establishment of the newly-formed Municipal Accountability Review Board came the ability to provide contract assistance to Hartford, which included MARB's long-term state oversight of the City's budget and its capital program, while strictly limiting any new debt issuances by the city as long as the assistance agreement was in place. Shortly thereafter, the MARB approved a five-year fiscal recovery plan and the Fiscal Year 2019 budget, and has been carrying out Hartford oversight since. This has enabled Hartford to regain an investment-grade credit rating and to turn its attention from managing a financial crisis to making changes necessary to strengthen the City and its finances over the long run.

If the state had not stepped in with an assistance agreement, the alternative would likely have been bankruptcy under Chapter 9. This would have been a costly option, with lawyers and financial advisors

demanding millions to bring the matter to court, and would have provided no guarantees regarding how the bankruptcy court would ultimately act.

If a default on bond payments had occurred, either because of a bankruptcy filing or because the City had simply run out of funds to make the payments, the consequences would have extended far beyond Hartford's financial reputation and extend to other cities and the state. Connecticut cities would have seen downgrades as bond buyers realized that the state would not step in to prevent insolvency. Neighboring towns would have had to make up for Hartford's inability to fund sewer charges or participate in regional activities. The state itself would have suffered with an insolvent capital city and would have to fully fund education services guaranteed by the state constitution due to the cities inability to provide them. The entire regional economy would have been weakened, as the center of employment lost its ability to provide basic services.

By committing to fund the City's debt service, all these bad outcomes were avoided without significantly changing the legislature's ability to determine state aid to Hartford in the future, and without the financial and human suffering that would have come if the deal had not been put in place. Hartford's future is bright, and the state can ensure the city's fiscal discipline for decades to come.

More Work to Do

Connecticut is a small state with many bedroom communities and suburbs that provide great housing, exceptional public education, and a short commute to Boston and New York. This was an incredibly productive economic ecosystem for the state for the second half of the 20th century. As a result of strong business and regulatory environment as well as strong public schools, the state was a destination for corporate headquarters.

However, at the end of the 20th century, these positive trends were undermined by deferred investments in infrastructure, a lack of comprehensive economic strategy, the national collapse of manufacturing, decades of economic disparities, and a legacy of segregation by race and income.

Put simply, the state must continue to address these long standing issues and invest in its cities, so it can thrive and advance economically and culturally. Connecticut must continue transformative investments in cities, focusing on economic development, transit, housing, and education. People want a great place to live and work, and our state can provide both exceptionally well, particularly if we continue building on the inherent strengths of transit hubs by advancing TOD efforts.

Further, we must continue to move the state's municipal aid programs to direct more aid to those who need it, advancing the state's social and economic goals, especially in times of fiscal scarcity. Lifting families from poverty helps our residents and our state. Inequities abound and are strikingly illogical; for example, Hartford, which has approximately the same property tax base as the suburb of Wilton, supports five times the number of students and almost seven times the population. It should not have to levy a property tax three times that of Wilton — unless the state intercedes to make the equation fair. We should continue to consider the impact of our urban policies across agencies.

And, should the state put more efforts into developing its assets and investments regionally, it must ensure that the cities at the heart of those regions not only survive, but thrive.

It is critical for the state to maintain support and funding for the Municipal Accountability Review Board, enabling it to address the needs of current Tier 3 communities, as well as additional communities that may need assistance in the future.

The state must address the regressive funding system for teachers' pensions in Connecticut. As is the case with our lack of county government, Connecticut is unique in how it funds its teacher pensions, with only the teacher and the state paying for the entirety of the system. In most jurisdictions, the cost of the employer share of the pension is borne by the employer — not entirely by the state. As pension costs increase, so do municipal aid costs, without the state having any control or oversight over those rising costs. This results in payments in hundreds of millions of dollars to the most affluent communities at the expense of municipalities. This needs to change. For more on Teacher pensions, see the Long Term Fiscal Health: Pensions and Benefits chapter on page 79.



State of Connecticut
Office of Governor Dannel P. Malloy

Protecting the Environment

"Connecticut has been a national leader in combatting climate change and we have no plans of slowing down our efforts. In the absence of leadership from the White House in addressing climate change, it is incumbent upon the states to take action in order to protect their residents. We remain committed to meeting the standards set forth in the Paris Climate Agreement because it is the right thing to do for not only the future of our state, but for the future of our planet." — Governor Dannel P. Malloy on Connecticut joining the United States Climate Alliance

Fairness to future generations of Connecticut residents demands adjustments to current practices to prevent climate disaster. In response to the undisputed facts of climate change, Governor Malloy pressed for legislation, regulations, and practices that made Connecticut's environment healthier and better protected. Measurable gains were made across all environmental programs, from air, land, and water quality, to the conservation of wildlife, open space, and the enhancement of state parks.

Progress during the Malloy administration:

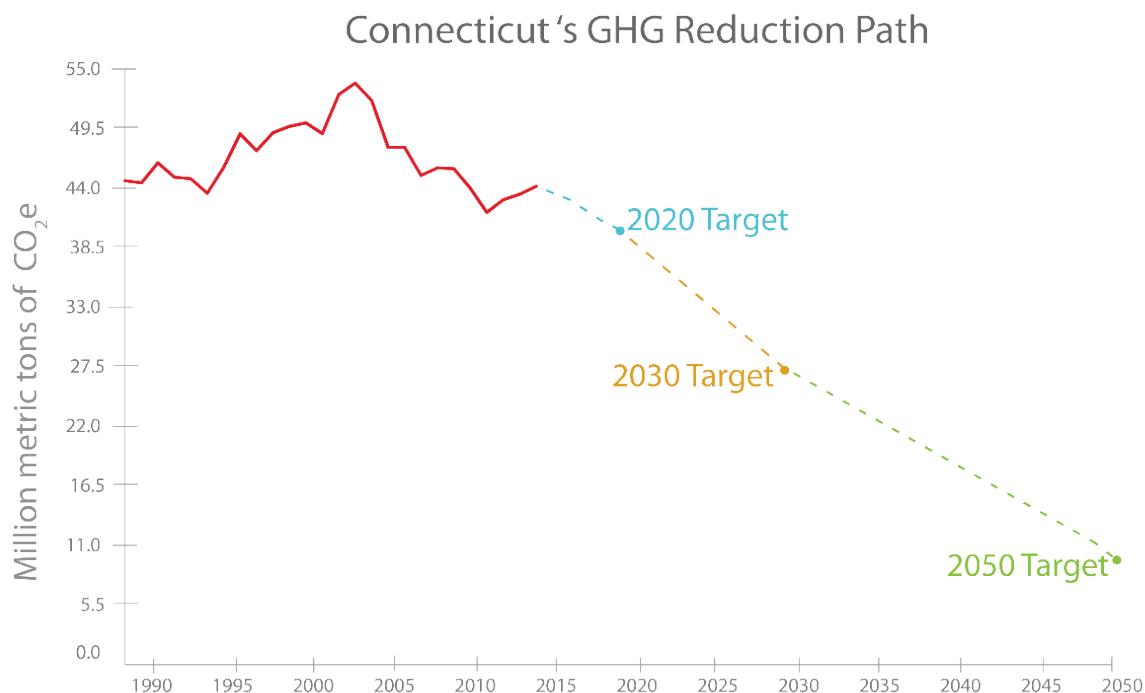
- **Reduced air pollution from major facilities by 23 percent from 2011 to 2017.**
- Championed and signed legislation in response to climate change that will greatly reduce greenhouse gases and protect state investments on the coast.
- **Led the creation of the first ever State Water Plan in 2018.**
- Prioritized remediation and reuse of brownfields, completing 421 cleanups and putting 3,624 acres back to productive use.
- **Added 5,059 acres to DEEP's system of State Parks**, State Forests and Wildlife Management Areas from 2010-2018.
- Prioritized the preservation of open space, acquiring nearly 5,000 acres of state-owned open space and supporting the preservation of nearly an additional 10,000 acres across 130 towns.

Tackling Climate Change

The science around climate change is indisputable. Temperatures continue to rise, the ice caps continue to melt, and weather is more severe than at any time in modern history. Caring about climate change was not only important for the interests of today, but also the interests of future generations.

In response and compliance with the Global Warming Solutions Act of 2006, Connecticut set ambitious goals to reduce the percentage of greenhouse gas emissions by the year 2020. Under the Malloy administration, that goal was achieved eight years early.

Building upon the goals established under the Global Warming Solution Act, Public Act 18-82, *An Act Concerning Climate Change Planning and Resiliency* was successfully passed during the 2018 session. Public Act 18-82, created an interim target of a 45 percent reduction in greenhouse gas emissions by 2030.¹¹⁰ This will ensure Connecticut remains on a path to achieve an 80 percent reduction of greenhouse gas emissions by 2050 as mandated under the Global Warming Solutions Act.



Improving Air Quality

Connecticut is a national leader in reducing air pollution. Air quality affects how people breathe and how long people live; particularly those with respiratory issues such as asthma. In response, Connecticut reduced air pollution from major facilities by 23 percent from 2011 to 2017.

Emissions from major sources of air pollution in 2011 declined by more than 2,400 tons in 2017. These emission reductions can be attributed to strong regulatory air programs, permitting of new clean natural gas plants, and renewable energy projects.

The state also fought back against being the “tailpipe of America”, referring to the ozone pollution carried by wind from out-of-state power plants and heavy-duty diesel trucks driving through the state. By filing petitions to the Environmental Protection Agency (EPA) to address the transport of ozone pollution emanating from sources in upwind states. In 2013, Connecticut joined 13 other states in filing a Clean Air Act petition to the EPA to expand the Ozone Transport Region to include nine upwind states.¹¹¹ Connecticut also filed a Clean Air Act petition to EPA to request an abatement of emissions from the three coal-fired units in York County, PA, which significantly contribute to ozone levels in Connecticut.¹¹²

To reduce public health risk from ground-level ozone pollution, the state adopted protections in 2017 to reduce emissions of ozone precursors (nitrogen oxides and volatile organic compounds) from fuel-burning equipment (boilers, turbines and engines), municipal waste combustors, and paints and consumer products. Upon full implementation in 2017, these new rules are anticipated to reduce ozone precursor emissions by more than 1,000 tons per year.

To reduce diesel emissions, the state invested in clean diesel projects utilizing state grant funds combined with private investment — which resulted in the reduction of air pollutants by a combined total of 2000 tons.

In 2018, Connecticut was the first east coast state signed onto the Powering Past Coal Alliance committing the state to phasing out of traditional coal-fired electricity and placing a moratorium on any new traditional coal power stations without operational carbon capture and storage.

Climate Change Resiliency

The state responded to both acute crises like storms Irene and Sandy, and the longer-term threat of climate-induced sea level rise. With the 2013 creation of CIRCA (Connecticut Institute for Resilience Climate Adaption), a consortium that brings together experts in the natural sciences, engineering, economic, political science, finance and law, Connecticut led the nation in developing the best available scientific analysis to better prepare and adapt to the potential destructive impacts of climate change. Additionally, the state provided 29 grants through CIRCA to municipalities and other organizations for resiliency planning, project implementation, and research.

Governor Malloy also took executive action to strengthen the state’s ability to withstand the stronger and more common storms that the state will face due to climate change. Executive Order No. 50¹¹³ established the State Agencies Fostering Resilience Council, which used advance risky analyses to create a Statewide Resilience Roadmap and a statewide policy on Disaster Resilience. Executive Order 53 was also issued which directed the State Building Inspector, together with the State Codes and Standards committee, to ensure that resiliency was built in to the state building code.

Through extensive research and collaboration with local, regional and national partners, CIRCA projected that Connecticut will experience a sea level rise of approximately two feet by 2050.

In response to the undisputed facts of climate change, Public Act 18-82, *An Act Concerning Climate Change Planning and Resiliency* prepares Connecticut by:

- Updating the current statutory references to sea level rise to reflect CIRCA's projections of approximately two feet by 2020.
- Protecting Connecticut's investments by requiring all future state projects located in the Coastal Boundary that are either undertaken by a state agency or funded by a state/federal grant or loan meet CIRCA's projections by adjusting up an additional two feet above base flood.

Renewing Our Commitment to the Environment

Maintaining Adequate Supplies of Clean Water for the Public

Water is used to provide transportation corridors for the movement of people and commerce, as a power source to fuel industry, to irrigate farms, to provide cooling for electric power generation, and to sustain the fish and shellfish that residents consume. Water provides recreation for fishermen, boaters, swimmers, and those who simply enjoy the aesthetic beauty of the state's vast water resources. Most fundamentally, every day, water consumption is critical to personal survival. Governor Malloy understood that **water is a public trust** resource that must be stewarded with care. The first ever State Water Plan in 2018 resulted from an extensive stakeholder process led by four state agencies. Today, the state's water resources were better protected for future generations.

- In 2013, Connecticut's Nitrogen Trading Program successfully and cost-effectively met the 2014 requirements for reducing nitrogen in Long Island Sound. The purpose of this program is to limit increased levels of nitrogen that occur from human waste, which fuels the growth of algae that eventually decays and consumes oxygen causing stress or suffocation of slow-moving or attached animals. In addition, the state has updated the nitrogen credit trading program that made this achievement possible, making continued reductions sustainable over the long term by eliminating the need for state subsidies.
- A program was initiated in 2016 and 2017 to photo document stream flow conditions. The purpose was to visually observe and document the effects of consumptive registered diversions on stream flow. Photos provide qualitative and semi-quantitative data that will assist in stream flow planning and management.
- Governor Malloy also invested in the maintenance of state-owned dams, including repairing nine high and significant hazard state-owned dams at a cost of \$16 million. Ninety-four percent of all high hazard dams receiving required regulatory inspections under an owner stewardship program DEEP also maintained and repaired 29 federally constructed flood control projects protecting life and property of CT residents.
- DEEP performed the largest dam removal in Connecticut, to date. State-owned Springborn Dam on the Scantic River in Enfield was in poor condition, blocked fish passage, was a public safety risk, and held contaminated sediment. DEEP removed the dam and the contaminated sediment in 2017-2018 at a cost of \$5 million dollars.

This administration also ensured safe drinking water through infrastructure improvements, including projects valued at \$78 million to upgrade water treatment plants and water system interconnections. In June 2018, Governor Malloy issued Executive Order No. 66 directing the state's Water Planning Council (WPC) to immediately implement the State Water Plan.¹¹⁴ The plan was developed by the WPC to balance the needs of public water supply, economic development, recreation, and ecological health and was completed through an exhaustive and transparent process. The plan required legislative review and approval, but the legislative session ended without action from the General Assembly. The Governor's executive order and the state water plan recommits the state to the 40 year [statutory policy statement](#) that "water is a public trust."

Creating a Cleaner, More Efficient Recycling System

Lasting changes were made to the state's waste management policies through the passage of Public Act 14-94, which set an ambitious goal of 60 percent diversion from disposal by 2024. Steps to meet that goal included the redevelopment of the Hartford resource recovery facility to decrease environmental impacts and recover materials of value, the adoption of 2016 Comprehensive Materials Management Strategy, and the creation of the RecycleCT Foundation to fund recycling education and grants.

Land Conservation & Park System Improvements

Open Space

Since 2011, the state acquired nearly 5,000 acres of state-owned open space. The state provided nearly \$36 million in matching grants to more than 130 towns, land trusts, and water companies to permanently protect more than 9,849 acres of Connecticut's most important and critical conservation and recreation areas.

In 2015, the State of Connecticut, in partnership with the Town of Old Saybrook, The Trust for Public Land, the National Park Service, and many others, permanently protected The Preserve. This 1,000-acre coastal forest was the largest remaining unprotected coastal forest between New York and Boston.

In 2012, the State negotiated an enhanced and extended settlement agreement with Northeast Utilities (now Eversource) to protect almost 10,000 acres of open space as a result of the Northeast Utilities-NSTAR merger. The Agreement is in effect until 2024 and grants a first right of refusal to the State, towns, and local land trusts for any lands on the Agreement's Conservation List. In addition, nearly 1,000 acres of land on the Conservation List was protected through a donation of land to the newly formed Northeast Utilities Land Trust in 2013.



In 2015 Auerfarm State Park Scenic Reserve in Bloomfield became Connecticut's 110th state park.

Growing Connecticut's State Park System

Connecticut's State Parks are important, not only for their natural wonder, but also as an economic driver of tourism to the state. Since 2011, the state has acquired more than 5,000 acres of parkland including:

- Auerfarm State Park Scenic Reserve: 40 acres
- Lake Williams Water Access: 178 acres
- Seaside State Park: 32 acres
- Bantam Lake Water Access: 3 acres — restored public access to largest natural lake in Connecticut
- The Preserve: 926 acres — protection of largest remaining, unprotected coastal forest between Boston and New York by State, Town of Old Saybrook, and The Trust for Public Land
- Tankerhoosen Wildlife Management Area: 454 acres — ensures protection of much of the ecologically intact and environmentally sensitive Tankerhoosen watershed

To keep these parks as economic drivers of tourism, Governor Malloy has also dedicated \$91.6 million for major renovations and land acquisitions for state parks and forests. Some highlights include:

- Meigs Point Nature Center — a brand new nature center built and furnished in partnership with the Friends of Hammonasset Beach State Park.
- West Beach Bathhouse at Hammonasset Beach — replaced facilities destroyed by Super-storm Sandy and moved them back from the beach to accommodate sea level rise.
- Major utility replacement project at Hammonasset Beach, which undergrounded new gas, electric and water lines throughout the park and created a new 2.5 mile recreation trail above those lines.
- Silver Sands bathhouse and boardwalk improvements to provide basic services for the public in Milford.
- Potting shed and historic greenhouse reconstruction at Harkness Memorial State Park in co-operation with the Friends of Harkness Memorial State Park in Waterford.
- Major renovation of the pavilion at Sherwood Island State Park in Westport.
- Historic restoration work at Gillette Castle in Haddam.

Governor Malloy also supported the creation of new state trails grant program, which provided grants to more than 40 municipal trail projects, totaling more than \$6.5 million.

Passport to Parks

In 2017, the Passport to Parks initiative enabled all Connecticut residents with Connecticut license plates free access to the 110 state parks.¹¹⁵ Funds from a vehicle registration surcharge will provide sustainable, predictable funding to ensure resources are available for the maintenance and public access to state parks and forests in challenging budgetary times.

Protecting Connecticut's Wildlife

Connecticut's wildlife is remarkably diverse. There are more than 84 species of mammals, 335 species of birds, 50 species of reptiles and amphibians, 169 species of fish, and an estimated 20,000 species of invertebrates. This species richness is due to the diversity of landscapes, waterscapes, coastal plains, and the Long Island Sound. These diverse ecosystems are supported by a network of public lands, among them 111 properties encompassing 34,000 acres specifically maintained to enhance wildlife sustainability, which are known as Wildlife Management Areas.

Since 2011, Connecticut secured more than \$34 million in federal funding to advance the conservation, use and appreciation of Connecticut's wildlife resources, and led a coalition of states, federal agencies, and other partners to restore the abundance of an array of rare and imperiled species that were on a trajectory toward extinction.

Land Reuse and Remediation

Contaminated sites have greatly impacted the quality of land, groundwater, surface water, and air. Since 2011, DEEP's Remediation Division completed 421 cleanups and put 3,624 acres back to

productive use, including the Newhall Neighborhood cleanup in Hamden and the Exide Corporation site in the Mill River in Fairfield. The state also came to an agreement to make the clean-up of the English Station Power Plain in New Haven a condition of the proposed merger of two electric utility companies, putting an end to a decades long dispute over the responsibility to remediate the century-old power plant site. On the regulatory front, DEEP strengthened the Remediation Standard Regulation, required timely reporting of specific significant hazards, and held more than two-dozen roundtable forums with the regulated community.

More Work to Do



Super Storm Sandy impacted Connecticut in late October 2012 and included hurricane-force wind gusts and rain that flooded many roads and left thousands without electricity for several days.

ambitious climate change goals. We must find ways to adapt to our changing climate to make our communities more resilient in the face of projected sea level rise. The next reasonable step would be for shoreline communities to follow the state's lead by adapting or amending municipal coastal boundaries to reflect CIRCA's projection and to adjust building foundation height an additional two feet above base flood.

Connecticut must continue to act in accordance with the State Water Plan as drafted. Water is a precious resource that should continue to be protected for the public's interest and safeguarded for future generations in case of emergencies. The concept of water as a public trust is foundational to Connecticut's water resource management structure and the Department's ability to protect, preserve and enhance our water resources.

Connecticut should continue to acquire, staff, and improve conservation and recreation lands for the benefit of the public. The states' lands acquired over many decades provide residents with the quality of life that comes with extensive outdoor recreational opportunities. Connecticut's open spaces

As temperatures continue to rise, ice caps continue to melt, weather is more severe than at any point in modern history, and as the federal Government rolls back regulations, Connecticut must continue to combat climate change and its effects. The threat of nearly two feet of rise of sea level in Long Island Sound by the year 2050 is looming and Connecticut must not only continue to care for our immediate interests, but the interests of future generations.

We can do this by implementing and integrating our climate and energy policies to achieve our

also offer scenic beauty, air and water quality protection, and support abundant wildlife populations. Connecticut should also commit to use the Passport to Parks Program funds exclusively for state park and forest operations, to ensure that the nine million-plus annual visitors are provided the full measure of improvements and staffing necessary to ensure public safety and cleanliness, as well as natural resource protection for public lands.

Most importantly, during these times of uncertainty in Washington D.C., Connecticut must continue to resist efforts to weaken federal laws such as the Clean Air Act, Clean Water Act, and Endangered Species Act. Moreover, where regulatory rollbacks at the federal level threaten Connecticut's air and water quality, such as in the case of proposals to weaken vehicle emissions standards, Connecticut must be ready to take leadership with like-minded states to push back against those attempts.

¹¹⁰ [Public Act 18-82: An Act Concerning Climate Change Planning and Resiliency](#)

¹¹¹ [Petition to EPA For the Addition of Illinois, Indiana, Kentucky, Michigan, North Carolina, Ohio, Tennessee, Virginia, and West Virginia to the Ozone Transport Region](#)

¹¹² [Petition to Reduce Emissions at Pennsylvania Coal Plant](#)

¹¹³ Executive Order No. 50: Establishes the State Agencies Fostering Resilience Council ("SAFR Council"), which is responsible for strengthening the state's resiliency from extreme weather events.

¹¹⁴ Executive Order No. 66: Directs the state's Water Planning Council to implement the State Water Plan.

¹¹⁵ Link to Passport to Parks

Championing Social Progress



State of Connecticut
Office of Governor Dannel P. Malloy

Fairness in the Workplace

"This is good public policy and specifically, good public health. Why would you want to eat food from a sick restaurant cook? Or have your children taken care of by a sick day care worker? The simple answer is — you wouldn't. And now, you won't have to." — Governor Dannel P. Malloy on final passage of paid sick leave law.

Even after the Great Recession, the economic gap between the rich and working poor continues to grow while many historically marginalized groups continue to be subject to harassment, oppression and unequal treatment in the workplace. Through his tenure, the Governor fought tirelessly to improve fairness in the workplace by promoting safer working conditions, mandating critical employee protections, closing the gender wage gap, lifting low wage workers out of poverty and providing formerly incarcerated people with a true second chance by removing barriers to employment. Many of these initiatives became the rallying-cry for fairness across the country as other states followed Connecticut's lead.

Progress during the Malloy administration:

- **Enacted the nation's first statewide paid sick leave policy, guaranteeing service workers earned sick time.**
- **Raised the minimum wage — became the first state in the nation to reach a \$10.10 minimum wage.**
- Convened a gender wage gap task force to address pay inequity and ended practices that perpetuate wage gaps such as pay secrecy policies and the use of salary history during the hiring process.
- **Implemented the state Earned Income Tax Credit to support hard working families.**
- **Banned the box** to prevent employers from asking about criminal history in an initial application and ensure offenders receive a second chance

Paid Sick Leave

Employees should not face the choice of going to work sick or losing their job. Parents should not have to risk losing a paycheck to care for their sick children. Colleagues should not have to risk exposing their coworkers to illness because they risk being fired. Employees who come to work while sick can unintentionally spread germs to their coworkers and customers, spreading illness further. Employees who are not offered paid sick leave by their employer tend to delay medical care, which could lead to more complications, expensive health care, and more days out of work.

Therefore, guaranteeing service workers access to paid sick leave was one of Governor Malloy's top priorities during his inaugural year. Specifically, legislation focused on ensuring workers in food service, hospitality, and healthcare occupations had access to paid sick time in order to prevent them from spreading illnesses to their colleagues and clients.

Connecticut's paid sick leave law Guarantees roughly 500,000 employees sick time who previously had none. The Connecticut model allows employees to earn one hour of sick time for every 40 hours worked, capped at 40 hours per year. Eligible employees include service workers paid on an hourly basis in businesses with 50 or more employees.

A year-and-a-half after implementation, the Center for Economic and Policy Research surveyed employers and many reported improvements in morale and office health, and few employers found abuse of the law. In fact, three quarters expressed support for the policy.¹¹⁶

Raising the Minimum Wage

Out of Connecticut's workforce of 1.7 million people, there are an estimated 70,000 to 90,000 workers who earn the minimum wage. Governor Malloy steadfastly believed that no person working full-time should earn a paycheck below the poverty line. Particularly because most minimum wage workers are adults and 60 percent are women. Increasing minimum wage is one of the most effective ways to raise children and families out of poverty. When workers do not earn enough to cover their basic needs, they resort to public assistance to supplement the lack in wages, in turn leaving families in a perpetual cycle of poverty. A study by the University of California, Berkeley¹¹⁷ found that 51 percent of New England State's public assistance spending supported working families.

In 2012, Governor Malloy worked with Senator Looney and the General Assembly to increase the minimum wage for the first time in four years. By implementing the increase over a four-year period, the state provided predictability for the business community.

Upon full implementation in 2014, Connecticut became the first state in the nation to raise the minimum wage to \$10.10. During the past six years, the annual earnings of a minimum wage worker increased by nearly \$4,000 annually.

Pay Equity

In 2018, women in Connecticut were paid 82 cents for every dollar paid to men.¹¹⁸ The gap was greater for minority women; black women in Connecticut were paid 58 cents and Hispanic women were paid 47 cents for every dollar paid to white, non-Hispanic men in 2018. This wage gap affects women of all backgrounds, at every age and at all education levels. These lost wages mean women have less money to support themselves and their families.

In January 2013, Governor Malloy convened the Gender Wage Gap Task Force to study pay inequity and make recommendations to close wage gaps. Members of the group came from a range of backgrounds including public and private sector leaders, non-profit advocacy, labor, and human resources. During its study, the task force collected data from the Connecticut Department of Labor, consulted national experts, and reviewed comprehensive studies from well-respected research institutions.

In its final report issued in November 2013, the task force made a number of recommendations to increase awareness, promote education, support working women, promote business best practices, and continue to monitor wage gaps.¹¹⁹ In the years ahead, the administration introduced proposals to combat the wage gap.

In 2015, the Governor led the passage of legislation to end "pay secrecy" - a practice among employers that frequently hinders pay discrimination from being pinpointed. It is now illegal for employers to prohibit their employees from disclosing their own compensation information or inquiring



Joined by young activists, state officials, and lawmakers, Governor Malloy signs legislation that strengthens Connecticut's efforts to secure equal pay for equal work for women in the workplace and help prevent unintended wage discrimination. (May 22, 2018)

about the wages of another employee. Furthermore, in 2018 additional legislation to prohibit employers from inquiring about salary history during the hiring process was signed into law. Inquiring about salary history can have the unintended consequence of perpetuating wage gaps.

Fair Wages & Collective Bargaining

Personal Care Attendants

Connecticut undertook many initiatives to rebalance the state's Long-Term Services and Supports (LTSS) system during the Malloy administration to shift from a reliance on nursing home care to home and community supports. As a result, the need for a large, stable, and well-trained home care workforce increased, including the need for personal care attendants (PCAs). PCAs provide personal care under a Medicaid or state-funded program, but are not state employees.

To improve the stability, quality, and availability of personal care attendants, Governor Malloy issued Executive Order No. 10 in September 2011, allowing PCAs, to organize and collectively bargain such issues as wage standards, training, and professional development. The executive order was codified in 2012¹²⁰ and the [PCA Workforce Council](#) was established to represent the interests of the state and individual self-directed PCA consumer-employers.

The administration and PCAs obtained legislative approval for two collective bargaining agreements, first in 2014 and a successor agreement in 2018. Under the 2018 agreement, PCAs who were below \$15.00 per hour were raised to \$14.75 per hour, after which they receive \$0.25 per hour increases on a schedule through June 30, 2021. PCAs who were at \$15.00 and above will receive wage increases of 1.5 percent on a similar schedule. Additionally, the agreement provided for workers' compensation coverage and increased training and orientation funding for PCAs.

Child Care Workers

As Connecticut undertook many initiatives to improve early childhood opportunities for young children, the need for a large, stable, and well-trained childcare workforce increased. Childcare providers who serve the Care 4 Kids program receive subsidies from the state, but are not state employees.

To improve the stability, quality, and availability of these family child day care providers, Governor Malloy issued Executive Order No. 9 in September 2011, allowing childcare providers to organize and collectively bargain such issues as state reimbursement rates, benefits, and training, and professional development. The executive order was later codified in 2012.

As a result, a collective bargaining agreement was approved in 2014 that provided general rate increases of 3 percent per year for all licensed family child care providers through 2017. Additionally, the agreement included parity increases to cover differentials between providers and increased rates for special needs children. A successor agreement was in negotiation in 2018.

Nursing Home Workers

To support nursing home workers in 2015 the Department of Social Services (DSS) was authorized to provide Medicaid nursing home rate increases. These increases totaled \$38.6 million when fully annualized and supported wage increases, pension programs, health insurance, and training enhancements for more than 200 nursing homes, as well as new pension plans for more than 40 homes. Of this total, \$26 million supported wage increases for workers providing care of residents, such as nurses, aides, attendants, recreation workers, and social workers, as well as housekeeping workers, dietary workers, and laundry service workers.

In 2018, the Malloy administration authorized DSS to implement a 1 percent rate increase for all Medicaid home and community-based services, home health (excluding nursing), and state-funded home care services to be directed toward wage increases for workers. An additional 9 percent increase in the companion rate will also be implemented.

Earned Income Tax Credit

For many years, Connecticut leaders had been trying to establish a state Earned Income Tax Credit (EITC) to provide substantial support to low- and moderate-income working families, and in 2011 it became a reality. The EITC incentivizes work and promotes fairness in the tax system for those working hard to provide their children with food, medicine, and other necessities. According to the Center on Budget and Policy Priorities, “Combined with the federal credit, state EITCs help working families avoid poverty and the hardships it imposes on children.”¹²¹

In his very first state budget proposal, Governor Malloy called for the establishment of a state EITC and in partnership with State Senator Marty Looney, passed it.¹²² As of 2018, the EITC rate was 23 percent. In 2016, nearly 200,000 state residents claimed this credit and, in total, between 2011 and 2016, the state EITC put nearly \$650 million back in the pockets of working families to help them make ends meet.¹²³

Promoting Workplace Civility

Places of employment often come with an innate power structure that can leave too many people vulnerable and open to abuse. However, all people have the right to feel secure and free from harassment at work.

In the months leading up to the 2018 legislative session, awareness of sexual harassment in the workplace and in our broader society skyrocketed, thanks to brave women and men coming forward with their experiences during the #MeToo movement. This prompted employees and employers to examine their workplaces’ cultures, training and prevention efforts, as well as existing protections and processes, and to identify opportunities to improve workplace civility and recognize the dignity of all.

In December of 2017, Governor Malloy issued Executive Order No. 62, directing the Department of Administrative Services to review state agency sexual harassment policies and make recommendations to improve the state's existing training and procedures.

Building on DAS's review, a quarter of a century after Connecticut first passed an anti-sexual harassment law, legislation was introduced to update and broaden Connecticut's existing anti-harassment training requirements and content. The purpose of this proposal was to better address modern challenges, and to spark a substantive dialogue about respect, boundaries, and basic human decency by improving and expanding training in all workplaces, and to better prepare and empower bystanders to help stop harassment.

While the legislature failed to pass this or any proposal related to addressing sexual harassment during the 2018 session, the Governor remained a steadfast advocate for these important and commonsense reforms.

Fair Chance Employment

Governor Malloy championed sweeping criminal justice reforms to reintegrate offenders, drive down crime, rebuild communities, and rejuvenate the state's economy — what he called Connecticut's "Second Chance Society."

In the United States, it is estimated that between 60 and 75 percent of offenders remained unemployed a year after being released, increasing their likelihood of becoming repeat offenders.¹²⁴ Obtaining employment is one of the most difficult obstacles facing ex-offenders when they return to their communities. To address this problem, the Governor supported legislation introduced by the Black and Puerto Rican Caucus to "ban the box," prohibiting employers from asking prospective employees about their prior arrests, criminal charges, or convictions on an initial employment application, except in limited circumstances. This law was enacted in 2016 and helps to ensure that individuals who have made past mistakes do not unnecessarily struggle to find employment, increasing their chances to be successful and reduce recidivism. [For more information on the Second Chance Society see the Criminal Justice Reform chapter on page 98]

More Work to Do

The Malloy administration took many steps to ensure workers in Connecticut were treated fairly. At the same time, there is more work to do to ensure that all workers, and in particular hourly workers, are able to prosper and thrive.

Many minimum wage workers are forced to work multiple jobs to meet their most basic needs. The state must incrementally increase the minimum wage on a regular basis. A phased-in approach would allow employers ample time to prepare for the increases. Additionally, these increases in minimum wage will ensure that workers in direct service to our most vulnerable residents are paid fairly.

Workers should not be forced to choose between their job and their health or family's wellbeing. Since the passage of Connecticut's paid sick leave law in 2011, nine states and Washington D.C. have followed Connecticut's lead by enacting paid sick leave laws. Connecticut blazed the trail for paid sick leave, but also continued to seek out ways to improve the law and cover more workers. Connecticut's law should be updated to cover more workers and align more closely with neighboring states. Specifically, Connecticut's current paid sick leave law should be expanded to cover employers with 20 or more workers, (rather than those with only 50 or more workers), and to provide all of their hourly workers with earned paid sick time. 2018 legislation to this effect failed to pass.

All workers deserve to work in an environment free from harassment. The state's anti-harassment training requirements need to be strengthened to ensure workers are properly trained in bystander intervention, workplace civility, and acceptable behaviors in the workplace.

A paid family and medical leave program guaranteeing workers wage replacement and job security for themselves or a loved one would be life-changing for employees and prevent many families from falling into poverty. At the same time, this is a very complex policy issue and expensive for states to build from the ground up. That's why, as Connecticut continues to study the feasibility of enacting such a program, the state should urge the current federal administration to make good on the President's campaign pledge to create a federal paid family and medical leave program.

Finally, the next administration should continue to value its partners in labor and respect collective bargaining.

¹¹⁶ [Center for Economic and Policy Research: Good for Business? Connecticut's Paid Sick Leave Law](#)

¹¹⁷ [The Public Cost of Low-Wage Work in New England, University of California, Berkeley \(2016\)](#)

¹¹⁸ [National Partnership for Women & Families: Connecticut Women and the Wage Gap](#)

¹¹⁹ [The Gender Wage Gap Task Force Report to the Governor: The Gender Wage Gap in Connecticut: Findings and Recommendations](#)

¹²⁰ [Public Act 12-33: An Act Creating A Process for Family Child Care Providers And Personal Care Attendants To Collectively Bargain With The State](#)

¹²¹ [Center on Budget and Policy Priorities, Policy Basics: State Earned Income Tax Credits](#)

¹²² [Public Act No. 11-6: An Act Concerning The Budget For the Biennium Ending June 30, 2013, and Other Provisions Relating To Revenue](#)

¹²³ [Connecticut Department of Revenue Services Fiscal Year 2016–2017 Annual Report](#)

¹²⁴ [National Institute of Justice: Research on Reentry and Employment](#)



State of Connecticut
Office of Governor Dannel P. Malloy

Welcoming Immigrants and Refugees

"Our state has a long legacy of acceptance, compassion, and fairness. Regardless of whether your family settled in Connecticut 300 years ago or three days ago, you are welcome here." — Governor Dannel P. Malloy, State of the State Address, January 4, 2017

During the eight years of his administration, Governor Malloy worked hard to ensure that Connecticut remained an inclusive and welcoming state to all. We have a long history of celebrating the immense value immigrant families bring to the state's communities and the contributions they make to the state's economy. These values were demonstrated throughout the administration as Connecticut welcomed refugees when others closed their doors, made higher education more accessible to undocumented youth, and created certain safeguards for immigrant communities in the state.

Progress during the Malloy administration:

- Governor Malloy received the prestigious **JFK Profile in Courage Award** for openly welcoming refugees to resettle in Connecticut.
- **Enacted the TRUST Act to foster cooperation between immigrant communities and local law enforcement.**
- Granted in-state tuition at public universities for DREAMers and equalized access to institutional aid.
- **Issued drive-only licenses to undocumented Connecticut residents.**
- Created and distributed guidance to assist families, school districts, and local law enforcement on immigration matters.

Welcoming Refugees

When other states and nations were not welcoming those seeking refuge, Connecticut proudly welcomed refugee families to resettle here. Despite the intensive, years-long vetting each refugee was required to complete, more than half of United States' Governors hid behind the guise of security concerns, and denied entry to the women, men, and children who had fled the Syrian civil war. Despite this political climate, the state maintained our commitment to fostering a welcoming and inclusive environment. This spirit of kindness was best demonstrated in 2015, when Governor Malloy personally welcomed a Syrian family to Connecticut, who had previously been turned away by the then-Governor Michael Pence of Indiana.

During the peak of the refugee crisis, Connecticut had 819 refugee arrivals in fiscal year 2015 and 837 in fiscal year 2016. This was nearly double from the yearly average of 416 refugee arrivals seen between fiscal years 2005-2014.

Governor Malloy was recognized for his unwavering support of refugees when he received the 2016 John F. Kennedy Profile in Courage Award. This incredible honor is awarded to public officials who made conscientious decisions without regard to any professional or personal backlash. Other recipients of this award include President Barack Obama and Congressman John Lewis.



The John F. Kennedy Library Foundation presented Governor Malloy with the 2016 John F. Kennedy Profile in Courage Award for his stand on Syrian refugee resettlement. The honor was presented by Jack Schlossberg (right), President Kennedy's grandson, and attended by a Syrian family (center) that was welcomed by officials in Connecticut after being denied resettlement in by officials in Indiana. (May 1, 2016)

Fighting Back

TRUST Act

In 2008, the federal government launched the Secure Communities program. The goal of this program is to identify immigrants in U.S. jails who are subject to deportation under federal immigration law. This federal immigration enforcement and deportation program relied heavily on cooperation from state and local authorities to provide information to federal authorities on undocumented individuals in their custody. By 2011, the program had been expanded to 1,595 jurisdictions in 44 states and territories.¹²⁵ The Department of Homeland Security's own task force on Secure Communities raised concerns about the program's impact on community policing efforts and recommended that the program focus on serious offenders rather than those who committed civil or other minor offenses.¹²⁶

Connecticut sought to ensure that immigrant communities would not be afraid to seek assistance or cooperate with law enforcement, particularly victims of crime due to fear of deportation. To accomplish this goal, the state unanimously enacted the Transparency and Responsibility Using State Tools Act, or TRUST Act, in 2013 (Public Act No. 13-155¹²⁷). Connecticut was among the first states to limit its participation in the Secure Communities program.

Connecticut's TRUST Act defined the circumstances under which local law enforcement would cooperate with immigration authorities as it pertained to a person in custody in the state. More specifically, it established specific guidelines for honoring an immigration detainer request from Immigration and Customs Enforcement (ICE). Such requests would only be honored if the person is convicted of a felony offense, has a previous deportation order, or poses a significant security threat. By establishing these parameters, the TRUST Act sought to avoid turning over to ICE immigrants who posed no threat to the safety of our communities. The TRUST Act also established a 48 hour maximum for detaining a person when an immigration detainer request is honored.

Fighting to Keep Families Together

The practice of separating families, regardless of immigration status, dishonors the very soul of this nation. Governor Malloy used every lever of his office, to stand in support of families in danger of being separated due to an impending deportation. He encouraged federal officials to grant stays of deportation, attended rallies in support of families, crafted guidance to help families prepare for potential ICE actions, and provided resources for school districts to help them serve the children left behind.

In late spring of 2018, the Trump administration announced a zero-tolerance detention policy, which required prosecution of all who enter the country without proper documentation. This policy also required that any parent traveling with children have their children stripped from them by the federal government. This policy was one of the most inhumane and cruel practices our country has seen in recent history. Thousands of infants and children have been taken from their parents, separated from their siblings, and placed in detention centers.

Governor Malloy openly denounced these actions and stated that Connecticut stood firmly against participation in the implementation of this policy or using state resources to carry it out. In this spirit, Governor Malloy refused to deploy the Connecticut National Guard to the southwestern border to assist the federal government implement this policy, and alternatively wrote to Secretary Azar of the U.S. Department of Health and Human Services with suggestions for the reunification of families and offered state assistance to aid in the reunification process.

Supports for Immigrant Families

Guidance for State Residents in the Face of Federal Uncertainty

To assist families who had concerns regarding the Trump administration's actions on immigration enforcement, the State of Connecticut developed and published a toolkit with guidance on creating a family preparedness plan in the event a parent or guardian is detained or deported by ICE. The plan provides templates for guardians to record their child's important information, a list of legal documents that should be included in the plan, and step by step instructions on filling out a Standby Guardian Form to prevent children from landing in foster care. The toolkit was made available in nine languages online.

Additionally, in response to hostile immigration executive orders issued in January 2017, the administration issued guidance to every school superintendent and police chief in the state outlining recommended protocols to inform decision making in their respective communities. The recommendations were drafted in conjunction with the Commissioners of Correction, Education, and Emergency Services and Public Protection. The memoranda for law enforcement cited the TRUST Act and included the requirements for honoring a voluntary detainer request. This document also clarified that state and local law enforcement agencies are not required to engage in enforcement of federal immigration law. For superintendents, the memoranda provided guidance on best practices for supporting students, responding to attempts to question a child's immigration status on school grounds, and the provision of resources for immigrant families regarding their rights.

Access to Higher Education for DREAMers

Children residing in the United States have a right to public education regardless of race, national origin, immigration status, or the status of their parents or guardians. Connecticut was committed to providing a safe, welcoming, and supportive school environment to all children. Undocumented students attend American schools and are an integral part of every community. Unfortunately, these same students faced several barriers in when it came time to pursue higher education.

In an effort to make higher education more accessible, Governor Malloy signed a law granting in-state tuition to undocumented students in 2011, Public Act 11-43¹²⁸. This was be the first step in making higher education more affordable and attainable for undocumented youth. In 2015, Governor Malloy introduced and signed Public Act 15-82¹²⁹ easing the requirements for accessing in-state tuition by lowering the number of years that must have been spent in a Connecticut high school from four to two. Furthermore, during both the 2017 and 2018 legislative sessions, Governor Malloy,



Joined by college students and legislators, Governor Malloy signs legislation allowing undocumented students attending Connecticut public colleges and universities the opportunity to qualify for the state's system of financial aid, which they were already paying into. (April 27, 2018)

along with Representative Gregg Haddad and Senator Beth Bye actively supported legislation that would equalize access to institutional financial aid. Previously, state law unfairly denied access to this funding stream for undocumented students, despite the requirement that a portion of every student's tuition went into funding this aid. In 2018, Governor Malloy signed into law Public Act 18-2¹³⁰, which granted undocumented students access to this merit-based institutional financial aid system.

Drive-Only Licenses

The act of driving is essential to everyday life. Depending on where a person is located and whether public transit is available, getting to a grocery store or a doctor's visit can require extraordinary effort. Often, undocumented individuals resorted to driving without a license out of sheer necessity without the training and oversight that a driver's license provides. To ease access to driver's licenses and ensure public safety, a "Drive-Only License" program was created in 2013. A drive-only license cannot be utilized for federal identification purposes but the program allows undocumented individuals to apply for and obtain a driver's license (Public Act 13-89¹³¹). This measure enabled more drivers to obtain automobile insurance, making the roads safer for all drivers. The Department of Motor Vehicles (DMV) offers the driver's test in several languages including Spanish, Portuguese, and Polish. As of June 30, 2018, the DMV issued 43,205 Drive Only Licenses and 49,839 permits.

Special Immigrant Juvenile Status

Under federal law, an immigrant youth who is under twenty-one and meets specific criteria may apply for special immigrant juvenile status. However, Connecticut state law denied immigrants access to this program because of its overly restrictive definition of “minor”. To assist those who were denied their right to access this program, Governor Malloy signed Public Act 18-92¹³² expanding the definition of a minor for purposes of applying for special immigrant juvenile status with the United States Citizenship and Immigration Services. If a person has this status, they are able to legally remain in the country.

More Work to Do

First and foremost, Connecticut should continue to be a welcoming state where all are welcome to live, work, and raise a family. As the federal government seeks to target and malign immigrants and refugees, the state should continue to defend the founding principles of the nation.

The state should also consider reducing maximum misdemeanor sentences to 364 days to avoid triggering an immigration referral and potential deportation for minor offenses. Under federal law, a felon is defined as an offense that carries a sentence of a year or more. Since misdemeanor sentences in Connecticut have a maximum sentence of a year, a person could be considered a felon under federal law despite the actual crime. By reducing the maximum to 364 for a misdemeanor charge, the discrepancy between misdemeanor and felony sentences would be eliminated.

¹²⁵ [American Immigration Council, Secure Communities: A Fact Sheet](#)

¹²⁶ [HomeLand Security Advisory Council: Task Force on Secure Communities Findings and Recommendations September 2011](#)

¹²⁷ [Public Act 13-155: An Act Concerning Civil Immigration Detainers](#)

¹²⁸ [Public Act 11-43: An Act Concerning Access to Postsecondary School](#)

¹²⁹ [Public Act 15-82: An Act Concerning In-State Tuition Eligibility](#)

¹³⁰ [Public Act 18-2: An Act Assisting Students Without Legal Immigration Status With the Cost of College](#)

¹³¹ [Public Act 13-89: An Act Concerning the Issuance of Motor Vehicle Operators' Licenses](#)

¹³² [Public Act 18-92: An Act Concerning Guardianship Appointments for Individuals Seeking Special Immigrant Juvenile Status](#)



State of Connecticut
Office of Governor Dannel P. Malloy

Improving Resiliency & Disaster Relief

"Take these next few hours before the winds pick up to charge your cell phones, to make sure you have filled your bathtubs with water, and to fill any other containers you have with drinkable water. Make sure that you have fresh batteries in your flashlights. Make sure everything on your property that isn't nailed down is inside. Make sure that you check one last time on your neighbors, particularly if they are a senior citizen or a person with a disability." —Governor Dannel P. Malloy speaking to Connecticut residents during a news briefing from the state's Emergency Operations Center as Hurricane Sandy was approaching toward the state, October 28, 2012

Over the past eight years, Governor Malloy has successfully managed seven major natural disasters by working with agencies, non-governmental organizations, and other non-profit partners. The Malloy administration continuously worked to ensure the State of Connecticut is as prepared as possible for natural disasters and other major incidents to support residents as they try to recover from these catastrophes; as well as working with communities as they seek resiliency in their long-term planning.

Progress under the Malloy administration:

- **Managed eight Presidential declared Major Disasters, including administering more than \$300 million in federal disaster aid.**
- **Convened the Two Storm Panel in 2011** to conduct an after-action review of Tropical Storm Irene and October Nor'easter, and implemented recommendations to improve state response and storm resiliency throughout the state.
- **Organized state efforts in wake of catastrophic storms to assist evacuees from Puerto Rico and elsewhere** following the same recovery process we would use if the storms had happened in Connecticut.
- Issued Executive Order No. 34, directing state agencies to follow the National Incident Management System, which standardizes emergency management across all public and private sectors.
- **Developed the nation's first [Cybersecurity Strategy](#) in July 2017 and [Cybersecurity Action Plan](#) in May 2018.**

Successful Management of Eight Presidential Major Disasters

During the last eight years, the state experienced eight severe weather events that rose to the level of a Presidential Major Disaster Declaration under the federal Stafford Act. These storms ranged from a record-breaking major blizzard starting in January of 2011, to Superstorm Sandy, to tornadoes and damaging windstorms of May 15, 2018. For each storm, the Governor convened a Unified Command at the State Emergency Operations Center and managed each emergency following the State Response Framework. Using the structure of the five State Department of Homeland Security (DEMHS) Regions, the Governor received updated status reports from state agencies and key private sector partners and held conference calls with local leaders both to learn firsthand of any emerging issues and to share information regarding available state resources. Following the National Incident Management System (NIMS), the Malloy administration also instituted an Emergency Support Function (ESF) 15 emergency communications group to make sure that messaging was available to all state residents, including those for whom English is not the preferred language.



Governor Malloy and state emergency management officials hold a unified command meeting at the State Emergency Operations Center in Hartford to prepare for an impending winter storm. (January 26, 2015)

Eight Presidential Major Disaster Declarations were requested and received, which made various federal disaster aid programs, or direct federal assistance, available to Connecticut residents and municipalities, as well as to state agencies and certain non-profit organizations. These programs have brought in more than \$320 million in federal disaster assistance, and a number that will grow with the declaration for the May and September 2018 storms.

The State Response Framework, and the Unified Command concept, is used not only to address natural disasters, but in response to large scale planned events such as parades or other emergencies as well. Examples of its use in other tragic events include the Sandy Hook shootings and the Kleen Energy explosion in Middletown.

Enhanced Emergency Management Functions

In 2011, in the wake of Tropical Storm Irene, and followed by the October Nor'easter, the Two Storm Panel was convened to conduct an after-action review of the response to those storms, and to make recommendations for improvement. Connecticut adopted many of these recommendations, enhancing emergency management functions at both the state and local levels:

- Issued Executive Order 34¹³³ establishing the National Incident Management System (NIMS) and the Incident Command System (ICS) as the standard system for preparedness, response and recovery related to emergency incidents.
- As part of the SRF and at the direction of the Governor, created an implemented a plan to restore electricity and utilities to citizens in conjunction with the private sector.
- Standardized making the process of debris management in the wake of a major storm.
- Created the State Disaster Recovery Framework, a system of working groups to address all aspects of disaster recovery.

An Emergency Planning and Preparedness Initiative (EPPI) was instituted providing an opportunity for participants to convene their Incident Management Teams and Unified Commands to address potential scenarios in a non-emergency environment. The first EPPI exercise took place just before Superstorm Sandy and helped ready the state for that disaster. Also, state agencies made it a priority to recognize their emergency response and recovery roles under the State Response Framework and State Disaster Recovery Framework. State agencies have identified Incident Management Teams to assist with agency responsibilities in an emergency, as well as developing and maintaining agency Continuity of Operations Plans.

The state further achieved first-time accreditation in 2015 through the nationally recognized Emergency Management Accreditation Program.

Unified Command Response to Hurricane Evacuees

Puerto Rico was still reeling from Hurricane Irma when Hurricane Maria made landfall just two weeks later as a Category 4 storm on September 20, 2017, further devastating the island. In the wake of the storm, thousands lost their homes and the vast majority of the island was left without power for months. The devastation on the island forced many to evacuate and move to the mainland. As of June 2018, an estimated 13,000 people who were displaced relocated to Connecticut.

In late September 2017, the Governor's Unified Command convened to coordinate and collaborate on an operational response at the Governor's direction. An Evacuee Hurricane Support Planning Group regularly met to discuss the status of evacuees, as well as to address issues as they emerged. This group, and the smaller Disaster Case Management Working Group, as of October 2018, continues to meet and hold phone calls.

After arriving in Connecticut, a number of households received temporary shelter at local motels and hotels under the FEMA Temporary Shelter Assistance program. When FEMA proposed to cease funding for the program, the Governor of Puerto Rico requested FEMA to extend Temporary Shelter Assistance funding. One such request was initially approved by FEMA and later redacted, to prevent these families from losing housing, the state provided \$235,000 for hoteling to supplement shelter assistance funding through July 31, 2018. The state also provided an allocation of \$600,000 for the Department of Housing, and \$500,000 to the Department of Social Services to further assist displaced families.

Many of the families displaced by Hurricane Maria included school-aged children. As evacuees relocated to Connecticut, some school districts enrollments increased. Ultimately, more than 1,700 displaced students enrolled in Connecticut schools between October 2017 and June 2018. To assist with education needs, Connecticut provided an additional \$400,000 for the SDE to assist the top six school districts with the largest student enrollment increase.

Relief Efforts on the Island

While providing assistance to those in Connecticut was a priority, there was a dire situation left behind on the islands. Governor Malloy deployed a C-130H cargo plane full of supplies and seven airmen from the Connecticut National Guard to assist with relief efforts in Puerto Rico and St. Thomas. After the drop-off of supplies, the airmen flew to Georgia to be on standby for follow-up missions. In 2017, the Connecticut National Guard was deployed to assist relief efforts in Texas after Hurricane Harvey and Florida and Puerto Rico after Hurricane Irma. Under the Emergency Management Assistance Compact (EMAC), the state also sent a contingent of Connecticut State Police troopers on a two-week mission to assist the island.

Cybersecurity

Governor Malloy's administration led the nation in Cybersecurity, by engaging with public, private and regulated utilities and publishing a [Public Utilities Cybersecurity Action Plan](#). This plan, developed in conjunction with the electric and water utilities, outlined how to assure the public that appropriate actions are being taken to protect our critical infrastructure. Two confidential annual reviews of the utilities have been held since that time with reports that describe sustained improvement in cybersecurity posture as measured by the Cybersecurity Capability Maturity Model.

Connecticut broadened cybersecurity to the entire state when announcing the state's first Cybersecurity Strategy in July 2017. The Connecticut Cybersecurity Strategy was based on the seven principles of executive leadership and awareness, literacy, preparation, response, recovery, communication and verification. The cybersecurity strategy discussed the seven principles and assessed the challenges faced by the following five sectors:

- Connecticut State Government;
- Municipalities;
- Business
- Higher Education; and
- Law Enforcement and Security.

The specific sectors were selected due to their prominence throughout Connecticut as well as their role in any major incident. Despite having been applied specifically to those five sectors in the Cybersecurity Strategy, the overall principles can be applied universally to reduce cybersecurity risks.

Building upon the Cybersecurity Strategy, a Cybersecurity Action Plan was released in May 2018. The Action Plan follows the strategy laid out by the Cybersecurity strategy and sets forth the steps needed to strengthen the state's ability to defend and recover from cyber attacks. Further, the Action Plan's purpose is to facilitate coordination across public and private sectors.

More Work to Do

In order to be better prepared for the next inevitable disaster, it is essential for all emergency management partners to continually train, and plan. This must include maintaining support of the annual statewide emergency management exercise run by the Division of Emergency Management and Homeland Security (currently known as the EPPI or Emergency Planning and Preparedness Initiative), which provides state and local leadership to enhance preparedness.

The key to successful preparedness, response, and recovery is a coordinated and integrated program of emergency management and homeland security, which is the mission of DEMHS. It is important to continue to support DEMHS functions, including continued implementation of the State Response Framework and State Disaster Recovery Framework and other emergency management planning, training and exercises, such as Policy Working Groups and State EOC Task Forces under

the DEMHS Advisory Council, as well as recognition and support of effective regional emergency planning teams that provide for collaboration and coordination at the local level.

Recognizing the significance of collaboration, state agencies must continue to recognize their critical roles as partners in the state's emergency management program, including following the National Incident Management System and Connecticut General Statutes Section 28-5(e), maintaining agency Incident Management Teams, agency Continuity of Operations Plans, and support of state emergency preparedness, planning, response, recovery, and mitigation activities.

Successful emergency management and preparedness involves identifying emerging issues and maintaining current initiatives. Specific examples of current programs that should be supported and enhanced are the school security and safety planning and exercise initiatives, as well as the state's significant cyber security initiatives, including the DESPP/DEMHS cyber security committee established under the auspices of the DEMHS Advisory Council.

¹³³ Executive Order No. 34: Directs State Agencies to Comply with the National Incident Management System.



State of Connecticut
Office of Governor Dannel P. Malloy

Supporting the LGBTQ Community

"Today's decision marks a historic moment in U.S. history and reaffirms everything this great nation stands for - equality, liberty, and justice for all. It's a day that Americans across our state and country can celebrate." — Governor Dannel P. Malloy on the U.S. Supreme Court's decision concerning marriage equality in Obergefell v. Hodges, June 26, 2015

Throughout his administration, Governor Malloy not only pushed back on attempts to restrict the rights of the LGBTQ community, but also introduced proactive measures to ensure that *all* residents of Connecticut can live safely and thrive.

Progress during the Malloy administration:

- **Prohibited discrimination based on gender identity or expression.**
- **Banned the use of conversion therapy** — a dangerous and discredited practice that seeks to change a person's sexual orientation.
- **Enacted first in the nation presumptive placement for transgender inmates.**
- Issued multiple executive orders protecting transgender rights.
- Safeguarded the right of individuals to serve in the Connecticut National Guard regardless of their sexual orientation or gender identity or expression.
- Issued travel bans for state business to states that enacted discriminatory laws targeting the LGBTQ community.
- Launched an initiative to recruit LGBTQ foster and adoptive parents.

Strengthening Protections, Standing up to Discrimination, and Promoting Diversity

Protecting Gender Identity and Expression

In 2011, Governor Malloy signed Public Act 11-55¹³⁴ to protect individuals from discrimination based on their gender identity. Public Act 11-55 prohibits discrimination on the basis of gender identity or expression in employment, housing, public accommodations, granting credit, or other laws over which the Commission on Human Rights and Opportunities has jurisdiction. Subsequently, the Obama administration announced in 2015 that the military was exploring ways to end what they dubbed an “outdated” ban on transgender individuals serving in the military.

In response, Connecticut took action to ensure that state law accounted for this coming change. With Public Act 16-153¹³⁵, the state expanded protections for LGBTQ members of the Connecticut National Guard, and put Connecticut on the map as one of the first states that moved to protect *all* individuals who answer the call to serve.



Governor Malloy, joined by Secretary of the State Denise Merrill, signs Executive Order No. 45 banning state-funded travel to states that have enacted legislation to protect religious freedom but do not prohibit discrimination for classes of citizens. The order was written in response to recent developments in Indiana. (March 30, 2015)

all state agencies, departments, boards and commissions, the University of Connecticut, and the Connecticut State Colleges and Universities to immediately review all state funded or state sponsored travel to those specific states. Governor Malloy lifted the travel ban on state-funded travel to Indiana after the state enacted legislation that provided some protections to members of the LGBTQ community. As of November 2018, the travel ban to North Carolina remained in effect.

Standing up to Discrimination

People should be treated equally and fairly regardless of their gender identity or expression, not just in Connecticut but throughout the United States. After Indiana and North Carolina enacted legislation that was discriminatory toward the LGBTQ community in 2015 and 2016, Governor Malloy issued Executive Order No. 45¹³⁶ and Executive Order No. 52¹³⁷, respectively. These executive orders directed

While some states enacted discriminatory laws, the federal government also sought to roll back protections for LGBTQ students.

Discrimination, harassment, and bullying have no place in classroom. Every child, no matter their gender identity or expression, should be treated equally and fairly in a safe, supportive environment. In February 2017, the Trump administration sought to roll back federal guidelines protecting transgender students in public schools. In response, Governor Malloy issued Executive Order No. 56¹³⁸, which clarified that the new federal actions did not change state law prohibiting discrimination based on a child's gender identity.

Five months later the Trump administration once again sought to discriminate against transgender individuals by banning them from serving in any military capacity. The Governor took swift action in issuing Executive Order No. 60¹³⁹ which reinforced the state's nondiscrimination policies within the Connecticut Military Department. Specifically, the order directed the Connecticut Army and Air National Guard to take no action that discriminates against service members in enlistment, promotion, or any other aspect of their services merely on the basis of their gender identity or expression.

Conversion Therapy Ban

Conversion therapy is an abusive practice that seeks to change a person's sexual orientation or gender identity, while masquerading as legitimate therapy or medical treatment. This practice has long been discredited and seen as dangerous for youth who are subjected to it. In 2017, Connecticut banned this abhorrent practice for anyone under 18 years of age. The law prohibited licensed health care providers from conducting conversion therapy, any violation of this law is considered unprofessional conduct and is grounds for disciplinary action. Other non-health care providers engaging in conversion therapy while conducting trade or commerce will be subject to penalties under the unfair or deceptive trade practice laws of the state. Lastly, this law bans the use of public funds for the purpose of practicing or making referrals for conversion therapy.

Fair Treatment of Transgender Inmates

In February 2018, the Department of Correction issued an administrative directive to ensure that inmates who are gender non-conforming receive appropriate, respectful, and equal treatment. This directive — one of the first and most comprehensive in the nation — specified the appropriate protocols for inmates who identify as gender non-conforming and/or are intersex. Later that year, with Public Act 18-4¹⁴⁰, Connecticut became the first state in the nation to guarantee that transgender inmates be presumptively placed in a prison facility that correlates with their gender identity. Additionally, Public Act 18-4 codified portions of the earlier administrative directive, such as allowing the inmate to determine the preferred gender of the correctional officer who will conduct their searches.

Inclusive Adoption Policies

As of May 2018, there were 4,300 children in the care and custody of the state. Of those, about half are not expected to return to their biological families. While other states were attempting to prevent same sex parents from adopting children, the Connecticut Department of Children and Families launched an initiative to recruit LGBTQ families to become foster or adoptive parents. Through this

initiative, the state hopes to identify at least 150 more foster families, ensuring more children have access to loving and supportive homes.

More Work to Do

The state's role in preserving and protecting rights for the LGBTQ community is more pressing now than ever. As the federal government rolls back hard-fought anti-discrimination safeguards, Connecticut should be vigilant in identifying opportunities for the state to step in. This is particularly important given the federal government's efforts to undo a Health and Human Services (HHS) rule that prevents healthcare providers and hospital systems from discriminating against transgender patients, and Trump's scrubbing of the word "transgender" from their public materials. Connecticut must continue to offer equal protections to all of its citizens, even as the federal government refuses to do so.

Connecticut should also examine opportunities to ensure that LGBTQ minors have access to essential sexual health services. Future law makers should consider removing all barriers regarding the parental consent requirement for minors seeking Pre-exposure prophylaxis (PrEP), which greatly reduces the risk of HIV transmission.

Additionally, non-discriminatory policies should continue to be supported and reinforced wherever possible. Connecticut made strides in protecting those who come in contact with the judicial system by creating the first in the nation presumptive placement for transgender inmates. At the same time, a practice known as the "gay panic defense" should be banned to protect crime victims. This defense is often used by perpetrators who use a victim's gender identity or sexual orientation to justify their decision to act violently during a confrontation. This is absolutely unacceptable. Connecticut should join states like Illinois and California in banning this defense and ensuring justice is properly served.

The state can also support increased access to information, services, and advocacy by the LGBTQ community. There are a number of providers and advocates throughout the state working in silos that could be organized into a coalition or network. States like New York and California have established a network which encourages collaboration, the exchange of information, improved relationships with the government, and statewide advocacy.

¹³⁴ [Public Act 11-55: An Act Concerning Discrimination](#)

¹³⁵ [Public Act 16-153: An Act Concerning the Military Department's Nondiscrimination Laws](#)

¹³⁶ <https://portal.ct.gov/-/media/0BAB21936A3949B386539659924C222B.pdf>

¹³⁷ <https://portal.ct.gov/-/media/066B46D7631145CBA35FCE3BBB2685A8.pdf>

¹³⁸ <https://portal.ct.gov/-/media/CD26957CDAEA4D7AA25C3871B8BD2034.pdf>

¹³⁹ <https://portal.ct.gov/-/media/511B799F6C43431C8C1C2ABF29CCB933.pdf>

¹⁴⁰ [Public Act 18-4: An Act Concerning the Fair Treatment of Incarcerated Persons](#)



State of Connecticut
Office of Governor Dannel P. Malloy

Protecting the Right to Vote

"Voting is the most basic tenet of our democracy. It is incumbent upon us to use 21st century technology to give people better access to the ballot box and not impede participation in our electoral process." — Governor Dannel P. Malloy upon signing Public Act No.12-56, An Act Concerning Voting Rights on June 4, 2012.

The right to vote, and the ability to exercise that right, is fundamental to the preservation of democracy. Along with Secretary of the State Denise Merrill, Governor Malloy sought to make it easier for every citizen to exercise their right to vote in the most convenient, comfortable, and secure way possible. Each of these initiatives increased voter participation and the accuracy and currency of the voter rolls.

Progress during the Malloy administration:

- Enacted **same-day voter registration**, allowing another opportunity for busy voters or those who have moved recently to register and vote in the right location.
- Increased penalties for individuals attempting to interfere with a person's ability to cast their vote.
- Implemented **online voter registration**, increasing convenience for new voter registration and for updating details or changing address.
- Became **one of the first states to implement Automated Voter Registration** at the Department of Motor Vehicles, modernizing and digitizing compliance with the National Voter Registration Act to provide swift and convenient electronic voter registration for eligible DMV customers.
- Entered into the **National Popular Vote Compact**, which will award Connecticut's presidential electoral votes to the winner of the national popular vote.

Increasing Voter Participation

In 2012, in honor of Dr. Martin Luther King Jr. Day and in direct response to nationwide voter suppression tactics, Governor Malloy and Lieutenant Governor Nancy Wyman joined Secretary of the State (SOTS) Denise Merrill to announce a comprehensive legislative package aimed directly at expanding and preserving voting rights.

Election Day Registration

In an effort to improve voter turnout, Governor Malloy introduced and signed into law Public Act No. 12-56, *An Act Concerning Voting*, which granted Connecticut voters the ability to register to vote on the same-day as the general election.¹⁴¹ In order to make this new rule feasible for the 169 municipalities in Connecticut, the law allows previously unregistered voters to register and vote in a central location in each town on Election Day, and also allows any eligible voter with a registration anomaly to correct it and still vote on Election Day. This improvement helps eligible voters who move frequently, newcomers to the state, and those with significant work and school commitments to register and vote on Election Day. It also resolved inaccuracies in the voter rolls immediately on Election Day without the voter having to use a provisional ballot.

Curbing Voter Intimidation and Interference

To allow individuals to cast their ballot free from harassment Public Act No. 12-193, *An Act Increasing Penalties for Voter Intimidation and Interference and Concerning Voting by Absentee Ballot*, became law. It increased the maximum penalties for violating certain election laws related to influencing or intimidating voters, making them class C and D felonies. Under this law, the following crimes received increased penalties:

- Circulating misleading instructions to any voter;
- Influencing or attempting to influence any voter to refrain from voting by force, threat, bribery, or corrupt, fraudulent, or deliberately deceitful means and with the intent to disenfranchise the voter;
- Threatening, forcing, or bribing a voter, suppressing or destroying any vote, or falsely or wrongfully announcing results;
- An employer who, within 60 days before an election, school district election, or municipal or school district meeting, attempts to influence, threatens, or later retaliates against an employee in connection with the election or meeting;
- Inducing or attempting to induce an elector to do anything that enables anyone to see or know how the elector or another person voted;
- Tampering with a voting tabulator or defacing or destroying a ballot or any other device used to vote, with the intent to cause the voting equipment to incorrectly register votes.

Modernizing Voter Registration

Connecticut citizens deserve every tool possible to easily cast a ballot. The administration improved the antiquated voter registration process by making necessary upgrades to election technology.



Martin Luther King III, son of minister and civil rights activist Dr. Martin Luther King Jr., meets with Governor Malloy in his office at the State Capitol in Hartford to discuss pending legislation the governor introduced to preserve voting rights and expand access to voter registration in Connecticut. (April 23, 2012)

Online Voter Registration

To make voter registration more efficient and to create a more accurate voter file, Public Act No. 12-56 brought Connecticut's electoral process into the 21st Century by creating a modern online voter registration system for any citizen who has a driver's license or non-driver identification. The system verifies the voter's identification by checking their records and signature in the Department of Motor Vehicle (DMV) database, allowing rapid, convenient, and secure registration without mailing in a form or postcard

or having to drive to the registrar's office. Online voter registration has vastly reduced paperwork, improved the speed and accuracy of voter rolls, and given eligible voters easy access to register from their phones or computers. Connecticut has registered more than 200,000 new voters via Online Voter Registration since the system was implemented in 2012.

Automated Voter Registration (AVR) at the Department of Motor Vehicles

In 2016, the DMV, in partnership with the SOTS office, eliminated the need for their customers to fill out paper registration forms, which enabled electronic transmission of voter registration applications and changes of address to registrars in all 169 cities and towns. This process not only expedited voter registration for Connecticut's citizens, but also streamlined the verification work conducted by our registrars. The system is fully auditable for the date, time, location, and DMV employee who conducted the transaction, allowing registrars or the Secretary of the State to resolve any concern directly.

In the two years following implementation, more than 100,000 new voters registered through AVR, making it the single largest source of new voter registrations in the state and garnering praise from election experts nationwide. In addition, 130,000 registered voters had their voter registration updated automatically after submitting a change of address through DMV. Meaning, 65,000 voters did

not have to update their addresses separately with their local registrar. And for people moving to a new town, there was no longer a need to register again.

In addition, the DMV is moving to a fully electronic AVR system. This system will take advantage of technology upgrades to give the voter full control over their registration transaction, make the process even faster by showing DMV customers their current registration status, and allowing them to make any required changes on a touch screen. The system, funded through the administration's innovative Information Technology Capital Investment Fund, will also provide electronic confirmation, receipts, and reminders of election dates, as well as eventually integrating the ability to submit an address change online. In addition, this electronic upgrade will enable faster processing of all transactions at the DMV, not just those involving voter registration.

National Popular Vote

Elections matter. It is vital for every citizen to know that every vote counts, especially at a time when other states are passing laws suppressing voter turnout. Since our nation's founding, five U.S. presidents have won the office without winning the majority of the electorate, two of these elections have occurred in the past twenty years. In 2018, Connecticut passed the National Popular Vote Interstate Compact¹⁴², an agreement among states to award all their electoral votes to the presidential candidate who wins our country's overall popular vote.

Connecticut was the twelfth state to join the compact. The agreement will go into effect among the participating states once the state's signed on representing an absolute majority of votes in the Electoral College. With Connecticut's participation in the compact, the effort is currently at 172 of the 270 Electoral Votes needed. When fully realized, the compact will guarantee that the candidate that gets the most votes wins.

More Work to Do

Connecticut must continue to promote full participation in the democratic process by making it even easier and more convenient to vote. Early voting, no-excuse absentee voting, and voting by mail should all be adopted to remove barriers to every citizen's ability to vote. Those who work long hours, double shifts, or jobs constrained by inflexible schedules should not be stripped of this fundamental right simply because they cannot make it to the polls. In addition, same-day registration, which has worked well for general elections, should be extended to primary day for people who are not already registered with a party.

Connecticut should also revisit the effort to expand voter access through early voting and no-excuse absentee voting. The restrictions Connecticut currently places on absentee ballot access are relics of a long gone past and must be removed. Reintroducing the constitutional amendment that passed by the General Assembly in 2012 and giving the voters another chance to understand and approve of this measure is the next logical step in increasing voter participation.

Consistent with the Governor's Second Chance Society initiatives, the General Assembly should allow citizens returning from incarceration to have their voting rights immediately restored upon their entry into parole increasing their sense of ownership and responsibility in their communities.

¹⁴¹ [Public Act 12-56: An Act Concerning Voting Rights](#)

¹⁴² [Public Act 18-9: An Act Adopting the Interstate Compact to Elect the President of the United States by National Popular Vote](#)



State of Connecticut
Office of Governor Dannel P. Malloy

Fairness for People with Disabilities

"Connecticut has a diverse and talented labor force, and that includes the skills and experience that persons with disabilities provide. Nobody should be excluded from the workplace because of a disability — employers can benefit greatly from celebrating the diversity that our workforce offers." — Governor Dannel P. Malloy commemorating National Disability Employment Awareness Month, October 2016

Connecticut has a long tradition of being at the forefront of championing social progress. Throughout his administration, Governor Malloy focused on guaranteeing fairness and access to all persons and sought to engage the disability community to ensure that the perspectives of people with disabilities were represented in his administration.

Progress during the Malloy administration:

- Created a new agency to serve as a model for coordinated disability services in Connecticut — The Department of Rehabilitation Services (DORS).
- Implemented TEXT to 9-1-1, a new emergency telecommunications system which now allows texting 911 to increase access for people with disabilities in emergency situations.
- Created a cabinet-level role of Governor's Liaison to The Disability Community — a first for any administration in the history of Connecticut.
- Implemented Person-First, Respectful Language across the Connecticut General Statutes, which updated all outdated terminology related to the Disability Community.
- Updated the International Symbol of Access — passed legislation updating the International Symbol of Access in Connecticut to an active, dynamic symbol.
- Implemented Diverse-Ability Career Fairs; a series of job fairs for people with disabilities.

Efforts within the Disability Community

Created a New Disability-Focused Agency

In 2011, the Department of Rehabilitation Services (DORS) was created through Public Act 11-44 from previously stand-alone agencies and units within other agencies to provide more consolidated services and supports for people with disabilities. DORS programs, policies and practices are designed to promote employment, independence, equal access and self-sufficiency for people with disabilities. The Department strives to be a resource for information and technical assistance for other stakeholders in Connecticut as well.

DORS Level Up Program and App

Level Up provides students with disabilities with the tools, training and resources to work competitively and forge a path to independence. Vocational services are made available in school settings, outside of school hours and in the summer months. The Level Up app was created to help students ages 16 to 21 stay connected to their Level Up counselor, make appointments, get notifications for activities and events and track their achievements.

Level Up provides a full range of services:

- Vocational counseling that helps students connect with jobs based on their interests and abilities
- Job search tools, from resume writing and interviewing skills to informational interviews and job shadow experiences
- On-the-job and hands-on work experiences
- Assistive technology services such as adaptive equipment for mobility, communication and work activities
- School-to-work services that support success along the way such as self-advocacy, peer mentoring and workplace readiness training
- Access to benefits counseling to advise students and families on how employment impacts benefits
- Ongoing support and access to additional resources beyond the school year

TEXT 9-1-1

Text 911 provides residents with the ability to send a text message to 9-1-1 from a handheld device in emergency situations when it is either unsafe or they are unable to place a voice call. This technology provides increased protections for residents, and is specifically intended for individuals who are deaf, hard of hearing, or have a speech disability. It is also intended to be used when people are in certain situations where it would be unsafe or impractical to place an audible voice call, such as during a home invasion or when a person is incapable of speech due to a medical emergency.

Implemented Respectful, Person-First Language

The Connecticut General Statutes contain numerous examples of outdated terminology used to refer to members of the disability community and others. In 2017, Governor Malloy requested all state agencies to research their respective statutes and identify any and all outdated, disrespectful language for replacement. The result was passage of Public Act 17-202: An Act Concerning the Use of Respectful and Person-First Language, which updated antiquated language and replaced it with person-first, respectful language.¹⁴³ Examples of person-first language included in the legislation include the use of “a person/individual with a disability” instead of “the disabled” or “the handicapped.



Updated the International Symbol of Access

In 2016, the state updated the International Symbol of Access with Public Act 16-78, *An Act Modernizing the Symbol of Access for Persons with Disabilities*. The law established a more active, dynamic symbol. The new symbol is to be used on all appropriate placards,

signs and parking spaces going forward. In addition, the word, “handicapped” is to be removed from all signs and replaced with the word “reserved”. Connecticut became the second state in the country to implement the new symbol into law.¹⁴⁴

Increased Representation

A New Cabinet-Level Role

In 2014, Governor Malloy established the role of Governor’s Liaison to the Disability Community, a new, cabinet-level role in his administration. The purpose of the liaison was to be both an advocate and ombudsman on behalf of the state’s disability community within the Governor’s Office. Furthermore, this person increased outreach on behalf of the executive branch agencies to people with disabilities and provided practical public policy advice to better serve the disability community in employment opportunities, programs and services. In addition to serving as a liaison between state government and residents with disabilities, other duties included evaluating and recommending improvements to how the state provides information to, access for and communication with people with disabilities.

Connecticut Council on Developmental Disabilities

Through Executive Order No. 19, the Connecticut Council on Developmental Disabilities was formally established in 2012. The Connecticut Council on Developmental Disabilities currently invests

in technology, training, public policy and new business development that address the following areas:

- Enabling individuals with developmental disabilities to have fulfilling lives in their own homes in their own communities and encouraging the closure of state-run institutions.
- Promoting self-direction and supported decision-making in lieu of guardianships and paternalistic, institutional custodial care.
- Supporting self-advocacy through training programs and direct support of grass-roots advocacy groups such as the Cross Disability Lifespan Alliance, People First and CT KASA.
- Assisting parents with developmental disabilities to be more involved in their children's school and community activities.
- Developing more effective means for individuals who live with developmental disabilities to enter the workforce in meaningful, employment.
- Creating opportunities for individuals who live with developmental disabilities to pursue post-secondary education.
- Increasing the availability of On-Demand Transportation for individuals who live with developmental disabilities for travel to work, community and leisure activities.

Diverse-Ability Career Fairs

The Department of Rehabilitation Services with the Governor's Committee on the Employment of People with Disabilities, the Department of Labor (DOL) as well as other public and private agencies to develop and launch a series of career and resource fairs for job seekers with disabilities through funding made available through DOL's Disability Employment Initiative. The career fairs also provide opportunities and information to employers who are seeking to diversify their workforce. This collaboration has grown into an annual event that has been well attended by both employers and job seekers.

More Work to Do

The Malloy administration took many steps to increase opportunity and enhance services for persons with disabilities. At the same time, there is more work to do to ensure that all persons with disabilities are able to prosper and thrive.

There are four key focus areas the next administration should continue to explore with respect to persons with disabilities; education, housing, transportation, and employment.

The next administration should research further ways to make our education systems across the state more inclusive and accessible, particularly by studying systems in the state that are successful in this regard. This would benefit children with disabilities not only academically, but socially as well. It is critical that this is continually studied across the board, from our smaller school systems, to our largest. Educating our citizens with disabilities will increase their opportunity for employment.

The next administration should consider other ways to develop more accessible housing for persons with disabilities within the state. Models such as smart homes with attention to universal design, may

assist in the creation of more housing options. One specific model of home does not necessarily work for everyone, therefore, it is vital to consider the options available and study them for feasibility.

Connecticut is a unique state in that it is a blend of highly concentrated populations in and around the larger cities, as well as many rural pockets with lower population density. The next administration should consider opportunities to further increase accessible transportation options. Examples might include creating partnerships with ride-sharing companies to increase availability of transportation choices for persons with disabilities. It is critical to increase transportation options that present as few logistical challenges as possible and involve shorter distances.

An ongoing commitment to a coordinated disability services approach within state government is essential. The next administration should also continue to use the Governor's Committee on Employment for Persons with Disabilities, and consider elevating its profile.

Strengthening partnerships with Connecticut businesses who see disability as part of an overall diversity and recruitment strategy can be a tremendous opportunity for the next administration.

These four areas can serve as a road map to independence for persons with disabilities. Taken collectively, a focus in all of these areas increases the likelihood of success for all Connecticut citizens with disabilities.

¹⁴³ [PA 17-02: An Act Concerning the Use of Respectful and Person-First Language](#)

¹⁴⁴ [PA 16-78: An Act Modernizing the Symbol of Access for Persons with Disabilities](#)



State of Connecticut
Office of Governor Dannel P. Malloy

Diversifying State Government

Governor Malloy strongly believed that government should reflect the people it represents — from its agencies, elected officials, and our judiciary. Governor Malloy appointed many “firsts” to the judicial branch, created a new cabinet level position and increased representation in state agency appointments.

Progress during the Malloy administration:

- Increased female and racial and ethnic representation within the judicial branch by 10 percent.
- Women consistently held approximately 50 percent of the Governor’s cabinet appointments.
- Created Cabinet-Level Role of Governor’s Liaison to the Disability Community to give a stronger voice to people with disabilities.
- Appointed the first openly gay state Supreme Court Justice in Connecticut history.

Judicial Branch Appointments

By the end of the 2018 legislative session, Governor Malloy had nominated 92 of the 187 sitting superior court judges. Women and minorities represented a significant percentage of those judges, holding true to the Governor's belief that "the court should look like the people who appear before it." Of the 92 judges nominated by Governor Malloy, Women represented 43.5 percent and minorities represented 26 percent.

During his effort to diversify the bench, Governor Malloy made the following historical nominations:



In 2011, he nominated the Honorable Carmen E. Espinosa to the Appellate Court. Upon her confirmation, she became the first Hispanic judge of the Appellate Court and in 2013, Judge Espinosa's elevation to the Supreme Court made her the first Hispanic Supreme Court Justice in Connecticut. Prior to her first appointment, Justice Espinosa served on the Superior Court since 1992, where she was the first Hispanic and Hispanic woman Superior Court Judge in the State of Connecticut.



In 2017, Governor Malloy appointed the Honorable Nina F. Elgo. Upon her confirmation she became the first Asian Pacific American Appellate Court Judge. Prior to her appointment, Judge Elgo served the Superior Court since 2004, where she heard civil matters in Hartford Judicial District and served as presiding judge for the Child Protection Session in Middlesex Judicial District.



In 2018, Governor Malloy appointed the Honorable Richard A. Robinson and upon his confirmation, he became the first African-American Chief Justice of the Supreme Court in the state. Prior to his appointment to the Supreme Court, Justice Robinson served as a Judge of the Superior Court in 2000 where he served as Presiding Judge for the New Britain, Ansonia/Milford, and Stamford Judicial Districts. In 2006, he was appointed as Judge of the Connecticut Appellate Court.



Additionally, Governor Malloy nominated several members of the LGBTQ community as judges, including Connecticut's first openly gay justice of the Supreme Court, Andrew McDonald. He appointed Justice McDonald in 2013, after serving as his General Counsel from 2011 to 2013 and State Senator from 2003 to 2011. In 2013, his nomination to the Supreme Court was confirmed 125-20 in the Connecticut House of Representatives and 30-3 in the Connecticut State Senate signaling strong bipartisan support.¹⁴⁵ In 2018, Governor Malloy nominated Justice McDonald as Chief Justice of the Supreme Court, if approved he would have been the first openly gay Chief Justice in history of the United States. However, divisive partisan social politics took its toll on the nomination, with the Republican Caucuses in the House and Senate vehemently opposing his elevation.¹⁴⁶

Executive Branch Appointments

"Let me be clear- Connecticut's state government would not function without the contributions of women serving at every level, including many of the most senior roles in my administration" — Governor Dannel P. Malloy on International Women's Day 2017

Women & Minorities Held High Ranking Positions in the Governor's Senior Staff and Cabinet

Over the course of his two terms, Governor Malloy surrounded himself with the diverse talent of women, minorities, and members of the LGBTQ community taking on many roles in his senior staff, including General Counsel, Chief of Staff, Deputy Chief of Staff, Director of Policy, Director of Government Affairs, Director of Communications and Executive Office Administrator.

In his cabinet, the Governor continued his commitment to diversity and a truly representative government. During his two terms, Governor Malloy raised the percentage of appointed positions held by women from 40 percent in 2009 under the previous administration to 51 percent in 2017. He also continued to make great strides in correcting the under-representation of racial and ethnic minority groups in the executive branch.



To commemorate International Women's Day, Governor Malloy and Lt. Governor Nancy Wyman (center) pose for a photo with many of the female staff and appointed officials who work within the Malloy administration. (March 7, 2017)

When making appointments to state agencies, Governor Malloy was very thoughtful. He made sure his appointments for the top level position in state agencies were not only extremely well qualified but also came from diverse backgrounds. Governor Malloy made history when he appointed Reuben Bradford to lead the Department of Emergency Services and Public Protection (DESPP). He was the first African-American Commissioner to lead this agency traditionally led by white men. Upon Commissioner Bradford's retirement, Governor Malloy continued to make history by appointing Dora Schriro to DESPP, first woman to hold that position.

Created Cabinet Level Role of Governor's Liaison to the Disability Community

In 2014, Governor Malloy established the role of Governor's Liaison to the Disability Community, and appointed Jonathan Slifka to the new cabinet-level position. The purpose of this position was to be both an advocate and ombudsman on behalf of the state's disability community within the Governor's Office. This role also increased outreach on behalf of the Governor and executive branch agencies to people with disabilities and provided practical public policy advice to better serve the disability community in employment opportunities, programs, and services. In addition to serving as a liaison between the state and residents with disabilities, other duties included evaluating and recommending improvements to how the state provides information to, access for and communicates with people with disabilities.

More Work to Do

The judges at each level of the court are by statute approved by the Judicial Selection Commission, a bi-partisan commission constituted of attorneys and public members appointed by legislative leaders and the Governor. The Governor is limited in his nomination of candidates to those who have been approved by the Judicial Selection Commission, and it is critical for the justice system of our state that we attract more qualified attorneys from diverse backgrounds to apply for consideration by the commission.

Every effort needs to be made by the executive, legislative and judicial branches of state government, and by the leaders of the legal community, to encourage women and minorities to apply to the judicial selection process, so that the people on the bench reflect the people appearing before it.

The three branches of state government should continue to work with the Connecticut Bar Association, affinity bar associations, and other legal professional groups and stakeholders to encourage and mentor attorneys to gain the experience necessary to successfully navigate the judicial application process.

In addition, it is critical that leaders in government and the private sector continue to hire and promote more qualified attorneys from diverse backgrounds to the positions where they will gain legal experience and professional interactions with that will prepare them well for eventual service on the bench.

The next governor should also continue to seek candidates for high-level positions within the Executive Branch that will reflect Connecticut's rich diversity and the communities we serve. These positions are responsible for the majority of interactions between the public and their government. It is imperative that the people setting the tone for these interactions have the same diverse background as the people they serve. Only through this increased representation can we create a government that truly works for all of us and not just a chosen few.

¹⁴⁵ [SJ 14: Resolution Confirming the Nomination of Andrew J. McDonald, Esquire of Stamford to be an Associate Judge of the Supreme Court and a Judge of the Superior Court](#)

¹⁴⁶ [HJ 25: Resolution Confirming the Nomination of the Honorable Andrew J. McDonald of Stamford to be Chief Justice of the Supreme Court and a Judge of the Superior Court](#)

Appendix



*Inaugural Remarks of Governor Dannel P. Malloy
William A. O'Neill State Armory
January 5, 2011*

Thank you all for joining me today and welcome to all of the distinguished public servants here, members of the clergy, other honored guests, my extended family, friends and all the citizens throughout our great state, a special mention to my great friend Lieutenant Governor Nancy Wyman, and a special mention to the former First Lady Nikki O'Neill, the wife of the late great Governor O'Neill, and my beloved wife, Cathy, and our terrific boys, Dannel, Ben and Sam.

Thank you for being here to mark a crucial cornerstone in our democracy - the transfer of responsibilities and the conveyance of hope for our collective future, from one gubernatorial administration to the next.

I wanted to express my gratitude to each of you for being here and sharing this moment with me. And I also want to talk with you about this moment in Connecticut's history, our great challenges, what I see as a crossroads of crisis and opportunity; and how if we are all willing to engage in a shared sense of sacrifice, we can realize shared prosperity for everyone in Connecticut.

I would like to start by acknowledging my predecessor, who knows something about sacrifice and public service. Governor Rell stepped into the role of Governor at a time when our state was in a different kind of crisis, a crisis of confidence in the character and intentions of its leadership. She worked tirelessly to restore that sense of respectability, and she will hold a special place in our hearts because of her efforts.

There are many others who know about sacrifice and public service, heroes worthy of Connecticut's proud 375-year history – and they are the brave men and women from our great state who are serving in our Armed Forces in two wars and across the globe today. I hope and pray that we will have peace someday soon. And I thank them for their dedication to their country.

Today, I stand before you deeply honored by the office I am assuming, and by the essence of integrity, trust, hope and potential that this office represents for the people of Connecticut.

Humbled by the sense of history that lives within the soul of our great state.

Thoroughly grounded by our modern-day challenges.

Yet intrinsically optimistic about our prospects for a prosperous future which itself is worthy of the foundation that our ancestors worked so hard to give us.

And what a foundation it is.

In our innovative heyday we had more patents issued per capita than any other state in the union. We defined the American industrial revolution on a global basis and consequently enjoyed the highest per capita income of anywhere in the nation. We will forever be home to the world-class legacies of Harriet Beecher Stowe, Mark Twain, Eli Whitney, Prudence Crandall, and so many others.

Perhaps nowhere was our character better defined than by Abraham Davenport of my hometown of Stamford when he spoke about

The Dark Day in 1780. He was a public servant in Hartford when a mysterious episode brought darkness to the daytime skies throughout New England. There was a prevailing belief that Judgment Day was upon the land, threatening a shutdown of the Legislature, when Davenport stood and said:

"I am against an adjournment. The Day of Judgment is either approaching, or it is not. If it is not, there is no cause for an adjournment; if it is, I choose to be found doing my duty. I wish therefore that candles may be brought."

Today, we could use a few candles. Because as most people in Connecticut know, ours is not a pretty picture.

Today I see an economic crisis and an employment crisis, both fueled by an unfriendly employer environment, a lack of educational resources, a deteriorating transportation system, and an enormous budget crisis of historic proportions. All coddled by a habit of political sugarcoating that has passed our problems onto the next generation.

Well, ladies and gentlemen, the next generation is here. And we bring enough energy to make Abraham Davenport proud as we shine a light not only on Connecticut's problems, but on workable solutions that will leave our great state much better than how we found her.

If Davenport would be proud of our work ethic, my late mother would be proud of our mission.

My parents both worked very hard while raising eight children, but my mother, who was a nurse, knew I was different. She knew I had learning disabilities, but she never let those challenges overshadow my strengths. She never gave up on me, and in doing so she taught me to never give up, to press on, to recognize challenges but focus on strengths, and possibilities.

She focused her children on the importance of character, hard work, dedication, and love of family. And she repeatedly challenged us to leave the world a better place for having been here.

And that is our mission: to leave Connecticut a better place than we found her.

I see boundless opportunities to do just that.

We will need to reach deep to our roots, those of strength yet compassion, steadfastness yet innovation. And, most importantly, we will need to solve our problems together - by pursuing with great urgency not Republican ideas or Democratic ideas, but good ideas that know no political master or agenda.

I will be addressing a joint session of the General Assembly in just a few moments, where I will begin to outline the framework for making Connecticut a better place. And I will provide a great deal more detail in my Budget Address later next month. In those addresses I will put forth ideas, and I will issue challenges for new and courageous ways to understand and solve our most intractable problems.

I believe that Connecticut's best days are ahead – if we join together in what must be a shared, emerging movement for rational, honest, achievable change. A movement that restores economic vitality, creates jobs and returns Connecticut to fiscal solvency by establishing our means and living within them.

We will do these things so that in the future we can celebrate shared prosperity for us all, which on balance can only come from shared sacrifice from each of us.

It's not going to be an easy road, but the question is not whether we can overcome our challenges and emerge a winner. We already know we can from our history. And I know from personal experience that we can. When I became Mayor of Stamford, it was a classic case of a

dying industrial city. We transformed it into a world-class financial center – sparking an economic, cultural and environmental renaissance that gained national attention.

I believe the people of Connecticut are willing to make sacrifices if "shared sacrifice" is really shared, that we understand where we're going, and that it is sacrifice with a purpose.

At this crossroads of crisis and opportunity, I believe we will hold fast to our heritage - while we reach deep, rally hard and choose well to leave Connecticut a better place.

To all of you, thank you. God bless you, God bless the Great State of Connecticut, and God bless the United States of America.



*State of the State Address
Governor Dannel P. Malloy
Hall of the House of Representatives, State Capitol
January 5, 2011*

Shared Sacrifice; Shared Prosperity

I. Salutation and Introduction

Mr. President, Mr. Speaker, Senator McKinney, Representative Cafero, my fellow state officials, ladies and gentlemen of the General Assembly, honored members of the Judiciary, members of the clergy, honored guests, a special mention to my close friend and the best running mate ever, Lieutenant Governor Nancy Wyman, and a special mention to the former First Lady Nikki O'Neil, the wife of the late great Governor O'Neil, my extended family, friends and all the citizens throughout our great state, and the four people who mean the most to me, my wonderful wife Cathy, and our three sons, Dannel, Ben and Sam.

Thank you for being here to mark a crucial cornerstone in our democracy - the transfer of responsibilities and the conveyance of hope for our collective future, from one gubernatorial administration to the next.

Before I begin I would like to make three important notes.

The first is to acknowledge the service of Governor Rell. She stepped into the role of Governor at a time when our state was in a different

kind of crisis, a crisis of confidence in the character and intentions of its leadership. She worked tirelessly to restore that sense of respectability, and she will hold a special place in our hearts and our history because of her efforts.

Second, I would like to congratulate all of you seated here today for your victories in last year's election, both returning legislative veterans and newcomers. You are seated in a Hall surrounded by history, the echoes of lawmakers who over the centuries were called to the same higher purpose that is public service. I congratulate each of you.

And third is to acknowledge the heroic service of the brave men and women from our great state of Connecticut serving in our Armed Forces in two wars and across the globe today. I hope and pray that we will have peace someday soon. And I thank them for their dedication to their country.

II. Overview: Crisis and Opportunity; Prosperity through Shared Sacrifice

I believe that what is in our history and what is in our hearts are intertwined to create a DNA

of sorts that defines us as a people. Connecticut has a storied 375-year history, one rooted in the political and military founding of this great nation; one driven by industrial, political, and artistic innovation that had become the signature of our people over time.

Today, though, as has happened from time to time over our centuries, we are faced with considerable challenges, I dare say crises of historic proportions.

We are, indeed, at a crossroads of crisis and opportunity.

We will need to reach deep to our roots, those of strength yet compassion, steadfastness yet innovation. And, most importantly, we will need to solve our problems - **TOGETHER** - by pursuing with great urgency not Republican ideas or Democratic ideas, but good ideas that know no political master or agenda.

We will do these things so that in our future we can celebrate shared prosperity for us all, which on balance can only come from shared sacrifice from each of us.

Today, then, marks quite a bit more than the singular act of a transition from one gubernatorial administration to another. It is a demarcation between where we have been and where we are going, about remembering who we are and what we are capable of when it counts the most.

Perhaps Connecticut Governor Wilbur Cross captured it best in a 1936 Thanksgiving proclamation when he wrote to the people of Connecticut and gave thanks:

"For the blessings that have been our common lot and have placed our beloved State with the favored regions of earth ... for the richer yield from labor of every kind that has sustained our lives ... for honor held above price ... for steadfast courage and zeal in the long, long search after truth."

III. The Journey to this Moment: A Personal Story

As Governor Cross so eloquently pointed out, we the people of Connecticut are blessed. We come from good stock, and it is within that historical context that I stand before you a deeply humbled man.

Many observers say that this has been a six-year journey for me to this point - from when I first started considering a run for the office of governor. But in many ways it started so much earlier.

Growing up, I had learning disabilities that might have left me on the fringes. Back then, there were not programs to identify and support children with disabilities. But luckily for me, there was the inspiring dedication and skill of the school teachers who touched my life, and there was the sheer willpower of a mother of 8 children.

My parents both worked while raising a large family, but my mother, who was a nurse, knew I was different. She knew I had challenges, but she never let those challenges overshadow my strengths. She focused her children on the importance of character, hard work, dedication, and love of family. And she repeatedly challenged us to leave the world a better place for having been here.

Not unlike what is needed today for our great state. I believe we need to focus on our strengths, and acknowledge that there are no challenges before us that we can't fix with hard work, dedication, and getting in touch with the collective character that is our heritage.

In many ways, the adversity that I have faced growing up, and the adversity Connecticut faces today, are intersecting at that crossroads of crisis and opportunity.

IV. The Crossroads of Crisis and Opportunity

So today, we gather to talk about how to leave Connecticut a better place than when we found it. We must reach back to our heritage for fortitude, to make an honest assessment of where we are, and to join together to define our collective future as a people.

It will require us to think differently. To compare how things have been done in the past, and to take a different path forward. I'm reminded of the renowned poet Robert Frost, a fellow New Englander, when he wrote in *The Road Not Taken*:

"Two roads diverged in a wood, and I took the one less traveled by, And that has made all the difference."

Today I see an economic crisis and an employment crisis, fueled by an unfriendly employer environment, a lack of educational resources, a deteriorating transportation system, and an enormous budget crisis of historic proportions. All coddled by a habit of political sugarcoating that has passed our problems onto the next generation.

Well, ladies and gentlemen, the next generation is here.

We will conjure up the true grit and courage of our heritage and take the road less traveled, because Connecticut has met great challenges before.

In the War of 1812 when the British blockade crippled our import business, we pivoted to innovating machine tools and industrial technology - thanks to the likes of Eli Whitney and other world class inventors. They sparked a string of firsts from the Cotton Gin to the portable typewriter to color TV; from the lollipop to the Frisbee.

In our inventive heyday we had more patents issued per capita than any other state in the union.

We defined the American industrial revolution and became the Arsenal of Democracy that President Roosevelt called for during World War II. Only we started a century earlier by playing a pivotal role in the Civil War and continued through both World Wars and the Cold War in the 1960s when we built the first nuclear submarine.

And our mighty economic presence intertwined with a different kind of strength.

In the mid 1800s Prudence Crandall ran a school for African American girls in the face of discrimination and death threats, and in doing so defined the edges of equality and the power of education to change us for the better.

We shattered the glass ceiling of gubernatorial history thanks to Ella Grasso of Windsor Locks as the nation's first female governor, elected in her own right.

Our heritage also includes literary and artistic heroes of global proportions. We became home to Harriet Beecher Stowe, Mark Twain, PT Barnum and the founder of Webster's Dictionary. And of course we are still home to America's oldest continuously published newspaper, our own Hartford Courant.

We have overcome events beyond our control. Ferocious hurricanes. Blizzards. Devastating floods.

And more recently when the planes hit on 9/11 - as mayor of Stamford at the time, I remember how we all went into rapid response mode, ramping up our hospitals and preparing for the wave of transport victims we would be receiving. But of course they never came. Instead, we counted the unclaimed cars that remained in commuter parking lots. We mourned, and we persevered.

We have this astounding history, this heritage. You know, as I have traveled around the state for many years, meeting amazing people in churches and diners and town picnics - one of their consistent messages was this feeling that maybe our best days are behind us. That economic security - let alone prosperity - is a thing of the past. That maybe we won't - that we can't - leave this a better place than we found it.

And even while they were sending me that message, there was a context to it. They were asking me to help them do something about it. And that tells me the true grit that is Connecticut, the can-do spirit of innovation, is still alive and ready - to engage in the fight for a better future for everyone.

Because as our own Harriet Beecher Stowe said - and she knew a thing or two about adversity:

"When you get into a tight place and everything goes against you, till it seems as though you could not hang on a minute longer, never give up then, for that is just the place and time that the tide will turn."

V. Shared Prosperity: Join an Emerging Movement

I can sense it. It is our time. Never give up, and the tide will turn. It's not just the story of my life. It's the story of Connecticut.

So if you believe like I do that Connecticut's best days are ahead, I hope you will join what must be a shared, emerging movement for rational, honest, achievable change. A movement that restores economic vitality, creates jobs and returns Connecticut to fiscal solvency.

We will put in place an economic development strategy that makes sense for the 21st century economy, aggressively competing with other states and nations for lucrative biotech, nano-tech, fuel cell technology and stem cell research jobs.

We will join Connecticut to the Energy Economy, attracting companies that reduce our dependency on fossil fuels.

We will aggressively develop our three deep-water ports to spark commercial activity and decrease our reliance on heavy trucking and the congestion they bring to our highways.

We will make Bradley International Airport an independent entity, freeing it to better grow its passenger base.

Cities and towns will have a partner in Hartford, and we will marshal all the resources of the state government to help local projects with an economic impact. I've been on the municipal side of the equation, and I know first hand how important that partnership could be.

We will work to remove the barriers that keep us from attracting employers by lowering the highest energy costs in the country, lowering health care costs, and reforming our regulatory system to protect the public while building our economy.

I also hope you will join me in a movement to once and for all resolve our out-of-control budget crisis, and retire gimmicks and one-time solutions. We must instead adopt a responsible tell-it-like-it-is approach to balancing and managing our budget, and treat it just like any company treats a budget, with generally accepted accounting principles - commonly referred to as GAAP.

We must establish our means and live within them.

That's why, minutes before I stepped into this chamber to give this speech - I signed an executive order which begins the process of requiring the state to keep its books according to GAAP principles. We require every city and town to do it, and now we'll require the state to do it.

We will make state government make sense, to serve the people better, to shorten the distance between what they need and when they get it. In the coming weeks and months, you will hear a lot about reducing the size of government, from the size of my office, to the number of state agencies. And not just cutting for cutting sake, but re-conceiving government so that better decisions are made and implemented faster.

And as we go through this together, I believe it is imperative that we not lose sight of who we are; who we have always been. Not unlike when our beloved Governor Ella Grasso said during her Inaugural address in 1975:

We must provide government that is efficient, that is compassionate, that is humane. But we will fulfill that role mindful of the lives that are touched by every program, aware of our heritage and our responsibilities to the people and to the communities of which we are a part."

VI. Shared Sacrifice

To get there, together, is going to take courage, conviction, and shared sacrifice. I believe we have the courage. I believe we have the conviction - we're not very good at being last in anything. And I believe that in our hearts, we are willing to make sacrifices if, if, we understand where we're going, what's at stake, and that shared sacrifice is really shared - that there's a fairness factor.

But this is not sacrifice without payoff. This is sacrifice with a purpose. This is the kind of sacrifice I think my mother was talking about that will leave the world a better place for us having been here.

It is a time of historic proportions, when we as a people must ask ourselves who we, collectively, want to be and what separates us as a people.

Do we believe in every woman, child and man for themselves?

Or do we believe as President Kennedy did that a rising tide floats all boats?

Do we believe we can be a mighty economic force?

Do we believe in the education of our children?

Do we believe in the social safety net for the most vulnerable among us, and that it should be a hand up instead of a handout?

It's going to be tough to finally address our most intractable problems while being true to ourselves, but the question is not whether it can be done. We already know we can from our history. And I know from personal experience that we can. I remember when we transformed Stamford, which was an ailing industrial city, and made it a world-class financial center - sparking an economic, cultural and environmental renaissance that gained national attention.

The question is whether we want to do it. I want to. I hope you do, too. And we will ... together.

In the coming weeks, my Administration will be developing detailed proposals to set and fund priorities for the state, which I will outline in my budget address to the Legislature later next month. We clearly face big problems, and in my estimation big problems call for a big table. I will be meeting with the Legislature, labor leaders, economic advisors, private industry and the not-for-profit sector so that we have a well-rounded perspective on the best solutions to our problems. And then I will begin working with the Legislature to adopt the budget.

VII. Conclusion

With your help and a shared sense of responsibility and sacrifice, we will realize shared prosperity for all.

Future generations will look back on this particular crossroads of crisis and opportunity - and say that we rallied, we reached deep, we chose well to leave this great state better than we found it. After all, we know as the people of Connecticut, it is in our nature to do so.

I look forward to serving the people of Connecticut with you. God bless you, God bless the Great State of Connecticut, and God bless the United States of America.



*State of the State Address
Governor Dannel P. Malloy
Hall of the House of Representatives, State Capitol
February 8, 2012*

Building an Economic Revival

Mr. President, Mr. Speaker, Senator McKinney, Representative Cafero, my fellow state officials, ladies and gentlemen of the General Assembly, honored members of the Judiciary, members of the clergy, honored guests, and all the citizens of our great state who are watching or listening today, thank you. Thank you for the honor of inviting me into the people's House to address you.

This is an important Connecticut tradition and a privilege for me. I'd like to thank my extended family and friends for being here, and my wife and three sons for their love and support.

I'd like to recognize and thank the best partner, advisor, and confidante a Governor could ever have: our great Lieutenant Governor, Nancy Wyman.

I'd also like to acknowledge the presence here today of four legislators who have continued to work tirelessly on behalf of their constituents, even while battling challenging health issues. Senator Prague, Representative Backer, Representative Hamm, Senator Gomes - we're glad to see you here today.

Finally, and with a deep sense of respect and gratitude, I'd like all of us to honor the heroic service of the brave men and women from our

great state serving in the Armed Forces, especially the nine members of the Armed Services who gave their lives in our defense this past year.

Ladies and gentlemen, I'd like to spend some time today talking about where we were a year ago, where we are today, and most important, where I am convinced we need to go in the years ahead.

A little more than a year ago, on the day I was sworn in as your Governor, Connecticut was staring into the abyss of a future none of us wanted. A combination of years of avoiding tough decisions here in Hartford and the financial meltdown on Wall Street had brought Connecticut to its knees.

We had one of the largest per capita deficits of any state in the nation, there had been no net job growth for 22 years, state government was bloated and broken, our relationship with our fellow state employees was on an unsustainable course, and the citizens of Connecticut had no faith that Hartford was any different than Washington, DC in its attempt to do the will of the people.

In short, we were facing a crisis of massive proportions.

And so I said we needed to implement wholesale change, and I said we needed to walk down a different road together, one not being travelled by other states.

I said everyone needed to share in the sacrifice.

I said the deficit was too large to cut our way out of and too large to tax our way out of.

I said we had to get spending under control.

I said we had to make government smaller, leaner, and more effective.

I swore we would end years of playing games with the state's finances and I said our fellow state employees were going to have to be a big part of the solution.

Finally, I said that we had to start keeping the state's book honestly by adhering to Generally Accepted Accounting Principles.

I said we had to do all those things while focusing simultaneously on job creation; that by focusing on those things, we would stabilize the state's finances. I said that was critical if we wanted the private sector to do what it does best: create jobs.

One year later, it turns out that by taking that less-traveled road we have passed through the crucible of that crisis. In the process, we've brought positive, far-reaching, meaningful, and systemic change to Hartford.

First and foremost, we grew jobs in Connecticut last year - 9,400 new, private sector jobs were created, the first year of job growth since 2008.

We brought honesty and transparency to the state's books by moving to GAAP.

We stopped borrowing money to pay for operating expenses, and we stopped deferring our

pension obligations. That stability gave the private sector the predictability it needed to make investments and create jobs.

The best evidence of the change we've brought to Hartford can be found in some of the arguments we've been having around here lately. Instead of arguing over how many billions of dollars of debt we're incurring by deferring our obligations, we're arguing over how many billions of dollars we're saving by meeting those obligations on time.

Instead of arguing over how much more money state employee contracts will cost taxpayers, we're arguing over how much money those revised contracts will save.

Those are very different arguments than the ones heard in this building over the last 20 years.

There are other examples of the change we brought to Hartford that benefit the entire state. We changed state government by making it smaller and leaner, while preserving the safety net – those services that define us as a compassionate and decent people.

We eliminated 22 separate state agencies, and today there are 2,700 fewer state employees than there were a year ago. That means we've reduced the number of state agencies by more than 25 percent, and the number of state employees by more than 6 percent.

We changed and restructured our relationship with our fellow state employees. As a result, we're saving Connecticut taxpayers billions and billions of dollars over the next 20 years. State government is now on a sustainable course.

And a few months after we did all of that, we changed the way politics too often works by coming together as Democrats and Republi-

cans to pass what I believe is the most comprehensive jobs package in the nation in a special session.

Yes, it has been a long thirteen months. But a state that was on its knees has stood up and said, "Enough is enough - we're ready to change our future."

Yes, we have a long way to go, but a state that was at the crossroads of crisis and opportunity is beginning to turn the corner because we chose opportunity.

To the men and women in this chamber who stood with me to make some of those tough decisions, I salute you. It took courage to cast some of those votes, and your constituents should be proud of you.

So now what? Where do we go from here?

We could simply continue the work we began 13 months ago, and just keep at it. And if we did that, I believe we would continue to make some progress.

But I believe it's time to do something different. Let me explain.

Connecticut has a long, proud history. Throughout that history, when we were at our best, we were leaders.

We led the way for a young nation as it constructed the principles that would eventually become the Constitution of the United States - a set of principles that has long been the envy of other nations, and that still guides us today.

We led the nation in the founding of colleges and universities that bred generations of great leaders.

We led the world in fostering innovation and creativity, allowing us to produce things - great things - that made this world better and safer.

Yes, we were at our best when we were leaders. But awhile back we stopped leading. And since then, we have spent too much time muddling along, mired in mediocrity.

Ladies and gentlemen, it is time for us to lead again.

Let's think big.

Let's be bold.

Today, I am challenging the people in this chamber and business leaders across the state to join me in committing to build nothing less than a full-scale economic revival.

Not a recovery, a revival.

When I speak of a vision for an economic revival, what do I see?

I see a Connecticut in ten years that is a leader in bioscience and personalized medicine.

I see a Connecticut that leads in precision manufacturing.

I see a Connecticut that is home to a reinvigorated insurance industry, and I see a Connecticut that is a Mecca for digital and sports entertainment.

I see a Connecticut, ladies and gentlemen, where there are many, many jobs. New jobs. Thousands of new jobs. Blue-collar jobs and white-collar jobs.

Jobs building new affordable housing, jobs in agriculture, jobs in technology.

Jobs that pay well and provide good benefits. Jobs that won't be shipped down south or sent overseas.

Jobs that people will come to Connecticut to find, instead of leaving Connecticut to look for.

And I see a Connecticut with public schools that are the envy of the nation - graduating students ready to be hired for those jobs here at home.

In short, I see an economic revival that is worthy of the good people of Connecticut.

I have spent the past 13 months traveling around this state, talking and listening to people from all walks of life. These people want a good life for themselves, their children, and their grandchildren.

They desperately want that sense of economic security that allows them to buy a house and raise a family, all while saving for their children's education and their own retirement.

They want their children to grow up safe, they want them to graduate from good high schools, and they want them to go further - some to college, some to a trade school, some into the Armed Services.

And when those young men and women are done, their parents want them to be able to find jobs. Not somewhere else, but here, in Connecticut.

I believe the people of Connecticut are willing to work hard to achieve all of this. They're not looking for handouts, they're looking for opportunities.

We have spent the past 13 months setting the stage for this economic revival. Now is the time to commit to making it a reality.

In order to make this happen I believe there are three things we need to do.

First, we need to maintain the fiscal discipline we imposed a year ago. That discipline has made Connecticut a more predictable, reliable, stable place in which to do business. It's given the private sector the confidence it needs to

make investments and create thousands of new jobs.

Second, we need to continue to make sure the entire world knows Connecticut is open for business.

Third, we need to reform the public school system that educates our children.

And we need to commit to this vision and implement it - year after year, until we get it right.

That's been one of our problems for too long: we're good at making plans; we're not good at sticking to them. Too often we've found ourselves simply careening from idea to idea, with no clear roadmap to guide us.

Not anymore.

Going forward, let this be our roadmap to a better future. This economic revival will not happen overnight - it can't. You can't undo 22 years of economic stagnation in one year. This is a long-term plan, designed to produce short and long-term results.

This time, let's have the resolve to stick it out.

In order to continue to impose that fiscal discipline, I am committed to making sure we end the current fiscal year with a budget that is balanced, with no gimmicks, and complies with GAAP.

Yes, we will have to cut some spending and forego some things we wanted to do over the course of the next few months, but make no mistake about it: we will end this year in the black.

That fiscal discipline also guided the budgetary adjustments I am proposing we make for the next fiscal year.

This package is GAAP compliant, it proposes no borrowing for operating expenses, it continues to meet our pension obligations on an actuarial basis, and it seeks no tax increases.

More than just meeting our pension obligations, I am proposing we increase payments to the pension fund by one hundred and twenty-three million dollars. Making this payment, and additional payments beginning in 2014, will save Connecticut taxpayers nearly 6 billion dollars over 20 years.

It will also avoid our children having to make a one-time, balloon payment of four and a half billion dollars in the year 2032.

That's right, as it stands today, absent this proposal, our children will have to come up with four and a half billion dollars in one year - all because of the past practice employed in this building of deferring pension obligations.

That practice is over.

There is no way I'm going to force our children to make that payment for debt they didn't incur.

I urge you to support this proposal. I didn't break this system, but I am determined to fix it.

Overall, my budget for next year seeks a spending increase of just 329 million dollars over the previously adopted budget, an increase of less than two percent.

In addition to the pension payment, I am proposing we spend 128 million dollars to increase funding for education, much of it targeted to our lowest performing districts.

Finally, I am proposing we spend the rest - 103 million dollars - to maintain the safety net and other critical services that help define us as a compassionate and decent people.

That money is necessary because the national economic recovery has been slow, and the

people who depend on the safety net, and their caregivers, have suffered enough.

Those who will criticize a modest spending increase designed to fund education reform and make an additional pension payment are really saying that we should maintain the status quo in our schools, and that we should force our children to pay for our pensions.

I disagree. Let's give our kids a break.

So that's the first thing we need to do to make an economic revival a reality: maintain fiscal discipline.

The second thing we need to do is to continue to make sure everyone knows Connecticut is open for business. That's why we must take the jobs package we put together last October and continue to sell it across the state, the nation, and around the world.

That jobs package contains something for just about every business in Connecticut - big and small - and for Connecticut workers.

If you're a company looking for ways to expand your operations, whether through facility upgrades or new equipment, the jobs package provides much-needed access to capital.

For those companies looking to add jobs, there are new grants, loans and tax credits available to support your growth right here in our state.

If it's job training assistance you need, there is new funding in place to help you invest in your most important asset - your workforce.

And, if you're an entrepreneur, there are new reasons to start and grow your business in Connecticut.

The jobs package includes a 125 million dollar investment over five years that is being matched dollar-for-dollar by Connecticut Innovations.

This deployment of 250 million dollars will accelerate growth in high-tech startups and redefine how we help bring innovative ideas to the marketplace.

Finally, the jobs package also extends our successful First Five program, which focuses on large-scale economic development projects. We've already approved four projects. Together, those projects will generate more than 450 million dollars in capital investment and create up to 2,250 new jobs in our state. These are smart investments in growth industries, and they'll create thousands of jobs for decades to come.

We should all be proud of what we accomplished by coming together to pass this jobs package. It's solid evidence that we can make an economic revival a reality, and it's already working.

Last month, I visited Oxford Performance Materials in South Windsor, a company that makes small medical implant devices. It's the first company to take advantage of our 100 million dollar small business express program. We're loaning them \$200,000 and giving them a grant of \$100,000. This state assistance will allow them to expand their operations and double the size of their workforce. And this entire process took 40 days, not the many months it used to take.

The best news? There are 279 applications for the small business express package currently being processed.

I want everyone in this chamber to know that the work we did together is already paying off.

Jobs are being created as we speak.

Ladies and gentlemen, we could accomplish both of these goals. We could continue to be disciplined about the state's finances, and implement a smart economic development strategy. We could do both of those things and

more, but until and unless we fix our public schools, we will not have addressed our most pressing obligation: the education of our children. And unless we do that, an economic revival, and its unlimited promise, will remain beyond our grasp.

So let's talk about education.

Let's be honest with ourselves, and let's speak bluntly: many parts of our system of public education are broken. Yes, there are many places in our state where there are good schools and students are performing well. But in too many parts of the state that is simply not the case.

In too many places, public schools are failing their two most basic missions: to provide children with an equal, world-class education, irrespective of race or income, and to ensure that their skills and knowledge match the needs of Connecticut's employers.

As I traveled around the state last summer on my jobs tour, nothing was more frustrating than a refrain I heard from too many employers. They said, "I have job openings, but I can't find workers in Connecticut with the skills to fill them."

To be honest, it was maddening to hear.

Because just prior to that, I'd spent two months traveling around the state to do 17 town hall meetings on the budget and in that time I met hundreds of people who were unemployed or under-employed.

Imagine that: we have jobs that need to be filled - good jobs -- and we have people that desperately want to work. Yet those jobs remain unfilled and those people remain unemployed.

It's got to stop.

No one should doubt my resolve: I am determined to fix our public schools.

I do not think it will be easy, nor do I think it will happen overnight.

But it will happen.

It must happen.

Before we can fix our schools, we need to understand what's wrong with them.

Our problem is not the result of ill will or bad intentions. Many people - including lawmakers in this chamber today - have tried to fix our broken system. But it hasn't worked - as evidenced by our continued failures in national grant competitions like Race to the Top, our flat test scores, and our yawning achievement gap - the worst in the nation.

We've been too timid when the situation calls for boldness.

With that in mind, I sent a letter to the leaders of the General Assembly last December in which I outlined six fundamental principles I believe must guide our education reforms. My education package is built on these principles.

First, we can enhance families' access to early childhood education by creating new seats for 500 children who can't afford preschool and by investing in a new rating system to improve quality. Early childhood educators are gifted, talented people and we need to support them. This funding is a good first step as we work to get to universal pre-K access.

Second, we need to address our badly broken system for delivering state resources to the schools. This year, we will add 50 million to the Education Cost Sharing formula, with the vast majority of that money targeted to the districts serving students with the greatest need.

But since more money alone will not raise student achievement, we will require these districts to embrace key reforms - or they will not

get the money. And we will do this without reducing education funding to any city or town. Some will get more, but no one will get less.

Third, we will transform schools with the worst legacies of low achievement. The state will serve as a temporary trustee of schools that lack the capacity to improve themselves. These schools will become part of a Commissioner's Network and they will receive our most intensive interventions and supports.

Fourth, we can strengthen and expand high-quality school models - whether they are traditional schools, magnet schools, charter schools, or other successful models - and hold them accountable for their results and inclusiveness.

Fifth, let's remove red tape and barriers to success. The state can streamline its systems - in teacher certification, data collection, and elsewhere - and free districts to innovate and perform.

Those are just a few highlights of proposals that we've developed from the first five principles. We've spent time talking about them over the past week, and you can read about them, in detail, on our website.

These ideas will take us far, and they'll help us better prepare our students to succeed in a 21st century economy. But they won't take us far enough.

That's why my sixth and final principle requires us to ensure that our schools are home to the very best teachers and principals. In order to make that happen, we need to do a better job of helping and supporting our teachers.

I am proposing we overhaul our teacher preparation programs so that our brightest young people go into teaching and graduate with the skills to succeed. We will also create new career opportunities. Teachers should not have to

leave the classroom to advance in their profession. Our new master teacher certificate will recognize exemplary teachers and open up new career opportunities for them.

We will also invest in better on-the-job training. Too often, our idea of professional development is to send teachers to big auditoriums to listen to lectures. Instead, I'm proposing we invest millions of dollars in the kind of training that works, such as one-on-one coaching in the classroom.

And thanks to a consensus framework agreed to last month, we're building a smart system for evaluating teachers and principals - with student achievement as the single most important factor.

Taken together - better preparation and development, new career opportunities, and evaluations on the basis of student achievement - these proposals will go a long way to meeting our goal.

But we must do one more thing.

I'm a Democrat. I've been told that I can't, or shouldn't, touch teacher tenure. It's been said by some that I won't take on the issue because it will damage my relationship with teachers.

If the people in this chamber - and those watching on TV or online, or listening on the radio - if you've learned nothing else about me in the past 13 months, I hope you've learned this: I do what I say I'm going to do, and I do what I think is right for Connecticut, irrespective of the political consequences.

And so when I say it's time we reform teacher tenure, I mean it.

And when I say I'm committed to doing it in the right way, I mean it.

Since 2009, 31 states have enacted tenure reform, including our neighboring states of New

York, Massachusetts, and Rhode Island. It's time for Connecticut to act.

For those watching or listening who don't know what tenure is, it's basically job security. Let me explain.

Right now, if you're a teacher and you have tenure, your performance in the classroom has to be rated "incompetent" before a dismissal process can even begin. Even then - even if you're rated "incompetent" - it can take more than a year to dismiss you.

The bottom line? Today tenure is too easy to get and too hard to take away.

I propose we do it a different way. I propose we hold every teacher to a standard of excellence.

Under my proposal, tenure will have to be earned and re-earned - earned by meeting certain objective performance standards, including student performance, school performance, and parent and peer reviews.

And my proposal says, you should not only have to prove your effectiveness once, after just a few years in the classroom. My proposal says that if you want to keep that tenure, you should have to continue to prove your effectiveness in the classroom as your career progresses.

I'm trying to be careful in explaining this tenure reform proposal because I know there are those who will deliberately mischaracterize it in order to scare teachers. So let me be very clear: we are not talking about taking away teachers' rights to a fair process if an objective, data-driven decision is made to remove them from the classroom.

I believe deeply in due process.

I believe just as deeply that we need to ensure that our children are being taught only by very good teachers.

So for those teachers who earn tenure - by proving that they are effective teachers - it's the job of the local school district to make sure that you have every chance to continue to succeed. That means that if you start to struggle at any point after you've earned tenure, the district will provide support and professional development to help get you back on track.

And finally, my proposal says that we need to do a better job of recognizing our great teachers. That's why I'm proposing to allow local school districts, if they so choose, to provide career advancement opportunities and financial incentives as a way of rewarding teachers who consistently receive high performance ratings.

Over the next few weeks, we'll continue to have this discussion about tenure and I'm confident we can put in place a system that best serves our students, and their teachers.

Now let me be clear: in having that discussion, Connecticut will not join the states trying to demonize and antagonize their way to better results.

And we won't get drawn into making a false choice between being pro-reform or pro-teacher.

I've said this before and I'll say it again, I am both.

I'm pro-teacher, as long as that doesn't mean defending the status quo, and I'm pro-reform, as long as that isn't simply an excuse to bash teachers.

There are 45,000 public school teachers in this state. Most of them are good teachers. Many of them are great.

Listen, I know teachers can be great because as a young student, many years ago, I had some great teachers. They took a boy born with severe learning disabilities - a boy who had great difficulty reading and writing, a boy who struggled to process information - and they worked with him.

Patiently. Hard.

And over a long period of time they helped me overcome those disabilities.

Those teachers, and the support of my mother, are responsible for me standing here today as your Governor.

No, we cannot and will not fix what's broken in our schools by scapegoating teachers. But nor can we fix it if we do not have the ability to remove teachers who don't perform well in the classroom in a timely fashion.

In this new system, tenure will be a privilege, not a right. It will be earned and retained through effective teaching, not by counting years of service.

This is the year to reform teacher tenure. Let's get it done.

So there it is: that's my vision for Connecticut. That's what I see in our future: an economic revival.

Some people will surely say an economic revival is beyond our grasp, that I'm asking too much, that I'm setting an expectation that is too high.

They'll say we should be content to just make progress.

I say those people are dead wrong.

I say setting high expectations is exactly what we should be doing.

I say that if we work together - all of us - we can make an economic revival a reality.

We should not approach this effort as Democrats or Republicans. We should approach it as public servants with a duty to fulfill.

I know it's possible for us to do this because we just did it a few months ago - when we put our partisan differences aside to pass and sign into law the best jobs package of any state in the nation.

I met with leaders from both parties right over there, in my office, for weeks, for many hours at a time. We argued, we laughed, we got frustrated. We did a lot of things in those weeks. Mostly, we worked together.

And when it was done, almost every elected official in this building voted for a jobs package that is already creating jobs and will create thousands of jobs for years to come.

Now it's time to do it again.

Much of what we need to build this economic revival is already here in our great state. There

is beauty in our parks, our hills, our beaches. Our cultural institutions are rich with the history of our nation's founding fathers, and the Connecticut-born heroes who followed them.

We have world-class colleges and universities where young men and women unlock the doors of knowledge and allow their minds to expand.

We have proud cities that reflect the diversity that is our strength. And we have beautiful small towns, where life remains simple, and good.

But most of all, Connecticut is home to many good and decent people - people from all walks of life, people who work hard. People who are respectful of others, and who do not discriminate based on gender, age, race, religion, ethnicity, disability, or sexual orientation.

These people deserve this economic revival. They have earned it. And it is our job to give it to them. Thank you, may God bless you, and may God bless the great State of Connecticut.



*State of the State Address
Governor Dannel P. Malloy
Hall of the House of Representatives, State Capitol
January 9, 2013*

Mr. President, Mr. Speaker, Senator McKinney, Representative Cafero, Lt. Governor Wyman and my fellow state officials, ladies and gentlemen of the General Assembly, honored members of the Judiciary, members of the clergy, and all the citizens of our great state who are watching or listening today: thank you for the honor of inviting me into the people's House to address you.

I'd like to offer my sincere congratulations to the newly elected leadership of the Democratic and Republican caucuses in each chamber,

and especially to Speaker Sharkey and Majority Leader Aresimowicz as they take on their new roles.

Congratulations as well to the new members of the General Assembly who were sworn in earlier today. I look forward to working with you in the months and years ahead.

As we gather in this historic chamber, let us always keep in our thoughts the brave men and women of the great State of Connecticut serving in our Armed Forces around the globe. We thank them and our veterans for their service

and sacrifice, and we pray for their continued safety.

I'd like to recognize my wonderful wife Cathy and my sons Dannel and Sam who join us today. As I know is true for so many of you, I could not do my job without the tremendous love and support of my family.

Finally, we are joined by two of Newtown's finest leaders: First Selectwoman Pat Llodra and School Superintendent Dr. Janet Robinson. It's an honor to have you with us today. Tested by unimaginable tragedy, your compassion and leadership over the past month has been an inspiration to Connecticut, and to me personally.

IT WON'T SURPRISE you that this speech is very different from the one I first envisioned giving. In the early days of December, I began thinking about what I'd like to say. Now, while it's only been a few short weeks on the calendar, we have all walked a very long and very dark road together.

What befell Newtown is not something we thought possible in any of Connecticut's beautiful towns or cities. And yet, in the midst of one of the worst days in our history, we also saw the best of our state.

Teachers and a therapist that sacrificed their lives protecting students.

A principal and school psychologist that ran selflessly into harm's way.

Our brave Connecticut State Police, Newtown's local law enforcement, firemen, and others that responded courageously when called upon.

In the aftermath, a selectwoman, a superintendent, and other local officials that have served around-the-clock bringing comfort and stability to Newtown.

And today, Sandy Hook's teachers are doing what they do best: putting the interest of their students first as they return to classrooms, providing stability and continuity that has never been so important and so needed.

And then, of course, there are the families. Twenty-six families that despite an unimaginable loss have gotten up each and every day since, have been there for one another, and have supported their community as much as that community has supported them.

They have persevered. And in that perseverance, we all find strength. We have lifted one another up and continued on, carrying the spirit of our fallen heroes, our wounded families, and our beautiful lost children.

AS A STATE and as a community, we will continue to do everything we can for the families of Newtown. But we also must ask ourselves: What is our responsibility? To those we've lost, to one another, to our children, and to future generations?

During this legislative session, we're going to begin to answer those questions together. Let us do everything in our power to ensure that Connecticut never again suffers such a loss; that we take real steps to make our kids and our communities safer.

Last week, my administration announced the formation of the Sandy Hook Advisory Commission, comprised of experts in mental health, education, law enforcement, and first response.

We may never know what motivated the events at Sandy Hook Elementary, but that won't stop us from working to prevent future tragedy. Over the coming months, the commission will come together to make specific, actionable recommendations in the areas of school safety, mental health services, and gun violence prevention.

This session, I know there will be others that take action on these issues, and I applaud those efforts. The more resources we can bring to bear on this issue, the better. Working together we can and will affect real change.

There are some things we know already.

We know that we must find ways to better respond to those with mental health needs. As a society, we have an obligation to take action in a meaningful way when a person seeks our help or demonstrates a need for it. We must balance our respect for individual rights with our obligation to provide for the greater public safety.

And when it comes to preventing future acts of violence in our schools, let me say this: more guns are not the answer . Freedom is not a handgun on the hip of every teacher, and security should not mean a guard posted outside every classroom.

That is not who we are in Connecticut, and it is not who we will allow ourselves to become.

We also know that this conversation must take place nationally. As long as weapons continue to travel up and down I-95, what is available for sale in Florida or Virginia can have devastating consequences here in Connecticut.

There will be more to say in the weeks ahead, but let me be clear today: our focus will be first and foremost on protecting Connecticut's families.

THOSE CONVERSATIONS WON'T always be easy, but as your Governor I've learned there is no challenge we will face that can't be overcome with the power of our community.

We have come together time and time again. We've done it with purpose - because we know there is something bigger and more important than who we are as individuals.

My friends, as we begin this legislative session let us be guided by devotion to the common good, by faith in one another, and by a determination to work together to make our community as strong as it can be in every way.

Looking back over these past twenty-four months, we've faced many challenges together: the largest per-capita budget deficit in the nation; a struggling economy; a fractured public school system; untenable energy costs; and natural disasters the likes of which our generation had never seen.

And then, in December, just when we thought the worst had happened, it actually did.

The people of Connecticut, the communities you represent, and all of us in this chamber - when tested, we met those challenges head on.

We did as our forefathers did, as our grandparents and parents taught us.

We dug in. We banded together.

We decided to focus not on what makes us different, but on what makes us the same – our common humanity.

It is this core strength and spirit of community that brought us together to accomplish so much on behalf of the people of Connecticut.

TWO YEARS AGO, we faced the single largest per-capita deficit in the nation. It was a problem decades in the making. We knew that getting our fiscal house in order was critical to creating jobs. Connecticut employers needed a responsible and predictable partner in state government.

We came together and passed a balanced budget. We cut more than we added in new revenue.

And even after revenues came in short - as they did in 31 other states - we know today that our

budget as-enacted fixed more than 90 percent of the problem. Last month, Democrats and Republicans came together to make sure we closed that final gap without raising taxes.

Anyone who tells you that the budget we passed two years ago didn't do its job, that it didn't make real change in how we approach our finances, is simply not telling the truth.

I know that many of you cast hard votes to fix those problems. That's the kind of resolve and leadership that we're bringing back to Connecticut.

We've made other tough decisions along the way.

After years of underfunding our pensions, a 4.5 billion dollar payment would have been required in the year 2032 - more than four times what we'll pay this year. It would not have been possible.

That's why last year we restructured our payments to reverse years of chronic underfunding. We're avoiding our own fiscal cliff and saving Connecticut taxpayers 6 billion dollars over the next 20 years.

We didn't kick the can down the road - we picked it up.

Through a restructured benefits and pension agreement with our public employees, we're saving the state approximately 20 billion dollars.

And we made sure that state government tightened its own belt in other ways.

We shrunk the number of state agencies by more than 25 percent.

We trimmed executive branch employees by more than twelve hundred over the past two years, including more than a ten percent reduction in the number of state managers.

As we've done more with less, so have our hard-working state employees. They've adapted and found new ways to continue providing critical services to state residents.

We've all had to buckle down and make tough choices. We're going to make more of them in the weeks and months ahead.

RECENTLY, THERE'S BEEN a national conversation about economic development, about whether it makes any sense to have states competing against one another for jobs.

It's a good conversation to have, and it's the right time to have it. But a dialogue on the best way forward can't be an excuse for standing still. We see that too often in Washington.

I believe that each one of us in this chamber must approach this session with a core guiding principle: until every person in our state who wants a job can find one, we have more work to do.

We can't stick our heads in the sand or simply hope for the best. Not when other states are actively recruiting jobs from every corner of the globe - jobs that can and should come to Connecticut.

We must compete for every single job. With that mindset, we've begun to tackle the challenge of economic development in a holistic way.

Our First Five program, along with the addition of Jackson Laboratories, has leveraged 180 million dollars in public funding to drive more than two billion dollars in private investment.

That same program made it possible for Connecticut to bring two Fortune 500 headquarters to our state. The last time Connecticut was talking about two Fortune 500 companies was in 2006, and it was because they were leaving.

On Main Streets across Connecticut, the Small Business Express program is giving local employers the chance to expand and create jobs.

It was because of this program that Bevin Brothers Manufacturing in East Hampton was able to rebuild after a fire ravaged their historic bell factory. They purchased new equipment and got their employees back to work.

Just a few months ago, I announced the third plank of our economic development strategy - the Innovation Ecosystem. The program has one goal - connecting people that have good ideas with capital investors. It will create new, high-skill jobs - jobs with good wages, jobs with good benefits.

We're off to a good start, but it's only a start. The key is making government an active partner rather than a bystander who watches markets develop elsewhere.

By investing in growth industries like bioscience and digital media, by recruiting companies like Jackson Laboratory and NBC Sports, and by standing with our small businesses and start-ups, we're taking steps to make sure that Connecticut leads the way.

WHEN IT CAME to education, the stakes were clear: take action together or risk losing an entire generation of young people to failing schools and a widening achievement gap.

I am proud that after a long and hard debate, we were able to say with one voice that the status quo is no longer acceptable; that when it comes to public education we can't keep doing what we've always done and hope for better results; that our kids can't afford it, and neither can our state.

We worked with an eye toward the future and made an historic investment of nearly 100 mil-

lion dollars, from pre-K through high school, focusing on districts that we know are most in need.

Reaching kids early is critical to success, and early childhood education had to be a central part of reform. We created 1,000 new school readiness openings statewide for our youngsters at a time when no one thought that was possible. That's 1,000 more children that will show up to kindergarten on day-one ready to learn.

We did that together, and we'll do more.

To combat an unacceptable achievement gap, we've begun transforming our underperforming schools through the newly created Commissioner's Network. Four schools have already volunteered and are benefiting from intensive intervention, increased instruction time, and improved collaboration among teachers and administrators.

I've visited these four schools in Bridgeport, Hartford, New Haven and Norwich, and each exhibits a new energy and renewed sense of purpose. More schools are lining up to be transformed in the years ahead.

Of course, reform could not be complete without supporting our teachers. They have dedicated their lives to our children, and for the first time in a very long time, we're dedicating new resources for them.

We know success is possible. We've seen it. With a cooperative effort where every voice is heard, we're going to replicate it in classrooms around our state.

The bottom line is that students are going to be better prepared for school today, and for the job market tomorrow.

WHEN IT CAME to energy, our state had been a national leader for years, in the worst possible way. We had the highest electric rates in

the continental United States - rates that were squeezing the budgets of families and businesses.

We came together. We decided we needed a plan to take these problems head-on. We realized that our environmental, energy, and economic needs were all related, and that the path we chose would impact our economy for years to come.

We consolidated state agencies to better coordinate our energy functions.

We strengthened programs promoting renewable power and energy efficiency - leveraging private capital to deliver renewable energy at a price lower than almost anywhere else in the United States.

Today, we've seen electric rates drop in Connecticut by 12 percent across the board.

We can't stop now.

The comprehensive energy strategy that my administration announced this past October shows us the path forward. Together, we will expand cheaper, cleaner, and more reliable energy choices for consumers, enhancing efficiency programs for all communities, at the same time helping to create thousands of new jobs.

Putting Connecticut businesses and consumers in control of their energy future will have a real and immediate impact.

Look no further than Modern Woodcrafts, a locally-owned company in Plainville. They invested in the kind of energy efficiency initiatives that our state plan will promote. They've seen more than \$35,000 dollars per year in savings on energy costs.

Or in Woodbridge, where Amity High School will have an annual budget savings of

\$120,000 after the town made a conversion to natural gas.

Across Connecticut, we are taking control of our energy future.

HIGH ENERGY PRICES, struggling schools, a broken budget, a sluggish economy. All problems that every person in this room knew we were facing two years ago, and we have faced them - together.

Other challenges we didn't see coming.

In 2011, Connecticut was rocked by the worst winter in our history, two storms packing a one-two punch the likes of which we hadn't seen in more than 25 years. Tropical Storm Irene and the October Nor'easter revealed holes in our emergency response system that should have been addressed years, if not decades ago.

It was a wake-up call... and we woke up.

We put in place new procedures to better coordinate our emergency response infrastructure.

We commissioned a "Two Storm Panel" to investigate exactly what went wrong and to determine what needed to be done to prevent unacceptable power and communication disruptions. That panel led directly to the passage of tough new laws; laws that hold Connecticut utility companies accountable for how they respond to emergencies.

And we created a new energy micro-grid program to increase energy reliability in critical areas.

These weren't quick fixes or window dressing. They were the result of saying we'd had enough - it was time to do more.

What does it all mean for Connecticut residents? We know we will again feel the brunt of powerful weather. But we can tell our citizens

that their state is more prepared for future challenges, that their families will be safer when disaster strikes, and that the odds of anyone having to needlessly suffer through prolonged power outages have been greatly diminished.

When Hurricane Sandy struck, we saw results from the work we'd done together. While we can never entirely prevent damage or power outages, the response was better and faster.

Once again, we saw a problem and, together, we worked to address it.

IF THESE PAST two years have proven anything, it's that we have the ability to rally around a common good and a common goal. We've done it in a way that just doesn't seem possible these days in some places - certainly not in Washington D.C.

In December, at the same time leadership from each of your caucuses were meeting with my staff for long hours night-after-night to negotiate a mitigation plan, our national budget was being driven toward, and then off, a fiscal cliff.

While we've worked to manage our state's finances, national inaction hangs like a dark cloud over our budget. For the many Connecticut families with someone working in our defense industry, Washington's inability to address problems on a reasonable deadline is causing sleepless nights.

And earlier this month, while many families and small businesses were still working to recover and rebuild from Hurricane Sandy, the gears once again ground to a halt, slowing the process of getting aid to those who need it most.

I say this not to demean any of our colleagues in Washington but in the hope that we will better appreciate what we've accomplished here in Connecticut.

TWO YEARS AGO, you first welcomed me into this chamber. I spoke then about the challenges we faced, and about the opportunities that we knew were within our grasp.

I spoke about who we are as a community. About the ingenuity, the resolve and the resilience that has defined Connecticut over centuries. About Eli Whitney, Prudence Crandall, and Harriet Beecher Stowe. About a history of overcoming challenges - together.

My friends, that is still who we are today.

We've come a long way in two years, and we've done it together - as a government, as a community, as a state.

In 2013, let us honor one another, let us honor our renewed community, and let us honor those we've lost.

We have a great deal of work to do. But if history is any judge, we will rise to the occasion.

When called upon, we will answer - as we've done time and time again - as one people, one community, one Connecticut.

May God bless you, may God bless the great State of Connecticut, and may God bless the United States of America.



*State of the State Address
 Governor Dannel P. Malloy
 Hall of the House of Representatives, State Capitol
 February 6, 2014*

Mr. President, Mr. Speaker, Senator McKinney, Representative Cafero, ladies and gentlemen of the General Assembly, honored guests, and all the citizens of our great state watching or listening today - thank you for inviting me to address you.

As always, let us thank and honor the brave men and women of Connecticut serving in our Armed Forces around the globe.

I'd like to recognize my wife Cathy and my son Dannel who are here today.

The State of Connecticut could not have a better Lt. Governor, and I could not have a better friend, than Nancy Wyman. Thanks to Nancy's hard work, Connecticut is leading the nation in getting people signed up for affordable care.

Introduction

I want to begin today with a story that I think says a lot about who we are in Connecticut, and where we're headed.

This past December I visited a small business owner named Steve Weinstein. Steve runs a farm in East Hartford that was devastated by the February snowstorm that blanketed our state last year.

Much of his property was left unusable. He lost 80 percent of his production capacity. His business was close to failure.

Steve had a choice to make. What did he do?

He dug in.

He pushed ahead.

He did the hard-but-necessary work of rebuilding.

Today Steve's company is back in business sending locally grown products to towns and cities across Connecticut. He isn't back to 100 percent - rebuilding takes time - but thanks to his hard work and just a little help from the state, he's making real progress, and he's part of Connecticut's economic recovery.

That kind of resilience is inspiring. And yet, it's something that I see almost every day in the people of our great state.

Mark Twain called Connecticut "the land of steady habits," and through our long and storied history, many of those habits have driven us to accomplish great things. Our courage helped found this country, and our ingenuity helped spur the industrial revolution.

In recent years our habits have carried us through some difficult times, as well: through the great recession, through storms that battered our homes and our businesses, and even through our darkest day just over one year ago. Time and again, Connecticut has demonstrated a resolve and a devotion that has carried us forward.

Unfortunately, there's another side to our steady habits - one that hasn't served us quite so well. Over time, certain bad habits have kept Connecticut's government from keeping up with a changing world.

Putting off hard decisions left our state with a deficit that was among the worst in the nation just three years ago.

Bouncing from one economic development strategy to the next sent mixed messages to employers.

And a tendency to shy away from big changes kept Connecticut from making desperately-needed investments in our energy infrastructure, our affordable housing stock, and our schools and colleges.

I say this not to lay blame for past problems, but because those who forget their history are doomed to repeat it.

I say it so that we can understand what we've changed, and precisely what that change has meant to the people of Connecticut:

More than 40,000 new private sector jobs grown over the past three years, spread throughout every region of Connecticut;

An unemployment rate that has gone from a high of 9.4 percent in 2010, down to 7.4 percent today;

Home values that are finally on the rise after years of decline;

Crime rates that have dropped to a 46-year low;

A plan in place that will bring cheaper, cleaner, and more reliable energy to Connecticut;

A state that now ranks nationally as top five in energy efficiency, top four in worker productivity, top three in the number of advanced degrees, top two in production efficiency, and number one in the health of its citizens.

...

Our work hasn't been easy. No person - and certainly no government - is perfect. Lord

knows I'm not. All of our progress has come with setbacks along the way.

But together we've proven that positive change, while hard, is possible. That progress is possible.

That's what I want to talk to you about today:

How together we're making positive changes, and seeing real progress.

How we must ensure that hardworking families share in that progress, and share in Connecticut's recovery.

And how, in order to keep this recovery going, we need to continue making thoughtful, even bold investments in our future, and in the future of our children.

Responsible Budgeting and Tax Relief

Let's talk about how we're achieving some of that positive change. For one, together we're making hard-but-necessary budget decisions.

A big part of growing an economy that's built for the long-term is making sure state government is living within its means and controlling its debt. For too long Connecticut ignored that responsibility, racking up deficits and letting our long-term debt grow larger and larger.

It all came to a head in 2009. The budget that eventually went into effect borrowed \$1 billion for operating expenses, it drained every penny from a \$1.4 billion rainy day fund, and it deferred \$50 million in required pension payments, part of more than \$300 million in payments that would be deferred over the next three fiscal years.

Think about that. In one fell swoop, the State of Connecticut undertook the largest deficit financing in its history, used up its entire savings, and refused to pay its pension obligations.

Today, after a lot of tough decisions and strong leadership from many people in this chamber, we've come a long way:

Together we've turned a \$3.6 billion deficit into a \$500 million surplus;

We've cut our total long-term debt by more than 11 and a half billion dollars, the equivalent of \$3,200 for each and every man, woman, and child in Connecticut;

And we've already put more than \$270 million into our rainy day fund.

...

We aren't out of the woods yet. We have a lot of work left to do. But together we've taken the more responsible path. The result is this year's \$500 million surplus. Last week I announced a simple, three-part approach for the responsible use of those funds.

First, the lion's share should go directly into our rainy day fund. My proposal would bring the rainy day fund to more than half a billion dollars this year.

Second, we should continue to reduce our long-term debt by making an extra \$100 million payment toward state pension obligations. The return on that investment will mean a \$430 million reduction in our long-term debt.

And third, we should give something back to Connecticut taxpayers, because if the people of Connecticut are going to share in the sacrifice during tough times, they should also share in the recovery as things begin to turn around.

Together, we can issue a targeted refund to Connecticut taxpayers to return to them some of the sales and gas taxes they've paid. A refund of \$110 for families and \$55 for individuals will help offset the payments they've made toward those taxes.

Is it going to solve all the problems of any one person in Connecticut?

Of course not. But it can certainly help.

And by giving money back to people who will spend it on things they need, we're also injecting \$155 million directly into our state's economy. Economists at the University of Connecticut predict that this refund could result in 1,200 new jobs in Connecticut this year.

Let me be clear: I don't believe in short term fixes, and this should not be a one-time approach. A bill I submit to you today would ensure this framework is required for any future budget surplus.

So that whenever Connecticut has the means, we do three things: we shore up our savings, we reduce our debt, and we give back to taxpayers.

Finally, let me say this: If our surplus increases in the months ahead, the extra funds should be split between our rainy day fund and long-term obligations - not spent.

...

That's how I think we should handle this year's surplus. But that's a separate question from how we continue to manage our budget for long-term recovery. The adjustments I submit to you today follow some simple principles we've put in place together.

First, we have to live within our means. Let's not spend one penny more than the previously-adopted General Fund budget.

Second, we have to keep paying down long-term debt. Let's continue to make responsible debt payments we've already planned, on top of that \$100 million additional pension payment.

And third, in addition to short-term relief from a tax refund, we should also begin providing

longer-term relief, to make sure that taxpayers continue to share in Connecticut's recovery.

Here's a few ways we can do it.

First, we can continue the planned implementation of a sales tax exemption on clothing items of \$50 or more. When fully restored, this will save taxpayers an estimated \$140 million per year.

Second, we know that over time the cost of medication has grown more and more expensive. To help ease that burden, I propose we once again exempt non-prescription drugs from sales tax.

Third, for many years towns in Connecticut have been subject to a tax on their municipal health care plans. We should give them a break by exempting towns from this tax. This will in turn help them hold down local property taxes.

And finally, there is a group of retirees in Connecticut that has for too long been subject to a very basic tax unfairness. I'm talking about Connecticut's retired teachers.

After decades educating our children, our teachers' pension payments are taxed differently than social security - which teachers can't participate in. Let's treat teachers' pensions more like social security by exempting part of those payments from the state income tax.

My proposal would begin with a 25 percent exemption this calendar year as a phase-in to a 50 percent exemption the following year. It's the right thing to do for retired teachers and we should get it done together.

...

All told, the tax cuts in my proposed budget amount to more than \$280 million over the next two years, and more than \$440 million when you include the tax refund.

This is modest - but real - relief. Relief designed to ease the burden of working families and help them share in Connecticut's recovery, now and into the future.

It's my belief that it can and should be a down-payment on larger tax cuts as our economy continues to improve in the years ahead. Whether it's corporate, income, sales, or property tax, every part of Connecticut's tax code should be reviewed, scrutinized, and reduced when-and-where possible as our economy continues to grow.

Continuing to Grow Jobs

Here's another positive change we're making. After years of complacency, Connecticut is playing an aggressive role partnering with employers to create jobs and grow our economy.

Consider this: from 2002 through 2010, our Department of Economic and Community Development partnered with a total of 118 businesses. That's nine years, 118 businesses, and we didn't have any program focused on helping Connecticut's small businesses.

In the two years since we came together to pass an historic, bipartisan jobs bill, I'm proud to say that DECD's Small Business Express program has extended a helping hand to nearly one thousand small businesses around our state.

All told, this program has helped create and maintain more than 13,800 jobs. That's 13,800 good jobs that exist today because of a program almost every Democrat and Republican in this chamber voted to support.

I want to thank you for that, and I know the people in those jobs thank you, as well.

We're also focusing on industries that are most likely to grow jobs in the years ahead. So in addition to supporting our flagship insurance and financial services industries, we're focusing on

jobs in bioscience, advanced manufacturing, digital media, and green technologies.

Here's another positive change we're making: we started the hard task of bringing Connecticut's regulations into the 21st century. Last fall we began an open process of listening directly to businesses, provider partners, and the public so that we could get rid of regulations that are burdensome, or just not relevant.

In the coming weeks I will announce the results of this effort, which will do away with nearly one thousand pages of unnecessary state regulations.

...

Taken together, all of these positive changes have helped create more than 40,000 new private sector jobs and lower Connecticut's unemployment rate by two percentage points

in just three short years.

That's real progress. It's real change. And if you don't think so, just ask Emily Thomsen.

Emily works for Oxford Performance Materials in South Windsor, a biomedical company that makes medical implant devices. A company that, after our jobs session in 2011, received a state loan and grant that helped them purchase new machinery and hire 12 more employees, doubling their workforce.

Emily is a UConn graduate who studied biomedical engineering. But a few years after she graduated, she found herself looking for work.

Thankfully, after months of searching, she got one of those 12 new jobs at Oxford.

She's been there more than two years now, and she's already been promoted twice. She calls it her "dream job."

Emily is here with us today. I want to congratulate her on her success.

Because of the people in this chamber, there are thousands of more stories like Emily's across Connecticut.

It's been said that government doesn't create jobs - and that's true. But what government can do is help give a company like Oxford a better chance to grow here in Connecticut, to succeed here in Connecticut.

Still, as long as even one person in Connecticut is looking for a job, then we all have more work to do.

...

Here are three ways we can continue helping employers to grow jobs this session.

First, we can continue to fund the Small Business Express program, which has a proven record of success.

Second, the budget adjustments I submit to you today include \$125 million to support Connecticut businesses. That includes increased funding for the Manufacturing Assistance Act, to help grow some of those target industries I mentioned, as well as a new Advanced Manufacturing Fund.

Together these initiatives will provide incentive-driven financial assistance to Connecticut businesses to help them modernize their technologies, focus on research and development, and create the jobs of tomorrow.

Third, we need to keep removing barriers to employment and reducing the number of unemployed workers in Connecticut. We can do it by continuing to support our successful STEP UP program with an additional \$10 million investment in the coming fiscal year, so we can incentivize employers to hire and train more people.

To date, 578 small businesses in Connecticut have participated in STEP UP, helping more

than 2,000 unemployed job seekers gain employment.

Let's make these important investments together, and let's continue to grow jobs in Connecticut.

Supporting Connecticut Workers

As we work with Connecticut employers to grow jobs, we also need to keep fighting for the people filling those jobs.

There are those who claim that any action taken in support of employees is, by definition, harmful to our economy.

I fundamentally disagree. A balanced approach that supports both workers and their employers is not only possible, it's the only responsible path.

A great example of that balance is the important work we did two years ago to guarantee paid sick leave for employees. It was the right thing to do, it was done in the right way, and it has benefited the people of our state.

Last year, we moved forward once again when we came together to raise Connecticut's minimum wage.

Thanks to the great leadership of President Williams and Speaker Sharkey, and many others here today, the approach we took is already making life just a little bit easier for some of our hardest working citizens.

One of those hard working citizens is Sue Bryant-Durham, a mother from East Hartford, with four kids at home.

Over the years Sue has held a number of different jobs to help provide for her children.

She's worked in construction, she's worked in retail, and right now she works in the fast food industry.

On January 1, Sue got the first raise she's had at that job.

Sue is here with us today and I want to thank her for her hard work.

This session, we should continue our progress on the minimum wage. Let's take a clear stand and a clear position of leadership in this national debate.

I propose that together, we increase Connecticut's minimum wage to ten dollars and ten cents by 2017. It's a target the President has set, and we should lead the way there. We can do it by moving next January's scheduled increase to 45 cents, and then adding 45 cents the following year, and 50 cents the year after that.

This is good public policy, it's good economic policy, and it's the right thing to do. Let's increase Connecticut's minimum wage together.

...

In the same way that we're making investments in the industries most likely to grow jobs, it also makes sense to invest in the people most ready to rejoin our workforce. I can't think of anyone more ready and more deserving of our assistance, than Connecticut's veterans.

We know that homelessness and unemployment are intrinsically linked; part of a terrible downward spiral that captures too many people, especially veterans. Right now there are more than 500 homeless veterans in Connecticut.

It's unacceptable.

Today, the pledge we should take together is simple: Connecticut can and will end homelessness for veterans by the end of 2015. That's a pledge President Obama made for America, and it's a pledge we must embrace.

My budget proposal includes funding for a new security deposit assistance program to help veterans get over that first hurdle to finding a home.

It funds the hiring of job placement specialists trained in understanding the challenges - and the opportunities - unique to veterans.

And it sets aside \$500 thousand to support a review of existing state facilities so that we can put them to their best use for Connecticut's Veterans.

This is all a big first step toward ensuring that every veteran in Connecticut can get back on their feet, back under a roof, and back to work.

Improving Access to Quality Education

I've said a number of times today that we need to make sure everyone can share in our recovery. We know the best way to increase someone's chances for success is a quality education.

In that spirit, I want to leave you today with five ideas that I think will help give every Connecticut student access to a great education.

I want to work with you on these five initiatives because years from now, when the great recession is a distant memory, long-after the political battles of this year have faded, this should be our legacy: that we made sure all Connecticut kids get a great education, one that starts early and takes them as far as their dreams and hard work will allow.

...

First, and for the first time in our history, let's commit Connecticut to achieving universal pre-kindergarten.

We can start with an additional 1,020 early childhood opportunities next year, expanding to 4,000 new opportunities by 2019. We can give grants to communities so they have the

tools to implement these changes. And, we can give much-needed rate increases to school readiness providers, child care centers, and Care-For-Kids programs.

We know that early education is one of the best ways to level the playing field for students. We know it, because we've seen it firsthand.

Tamara Jackson is a Hartford mom with two kids who are currently receiving early learning experiences.

Her son Andrew was born two months premature, and she worried about his development.

A little over a year ago Andrew moved into a new early education program. Tamara says his progress has been nothing short of remarkable.

With the help of some great teachers, he's already caught up to his peers. His experience has put him on equal footing, and given him the tools he needs to learn.

I want to welcome Andrew's mom, Tamara who is here with us this afternoon.

Let's help more kids like Andrew by moving our state to universal pre-k.

It will be a long and thoughtful process, but if you believe as I do that education is the civil rights issue of our time, then I ask you to join me today in taking the first steps toward making sure every child has access to a pre-k experience.

This would build on our important work begun last year to create the Office of Early Childhood. We need to finish that work by codifying this Office in statute. I am ready to sign that legislation today.

...

Here's the second initiative: let's help make college a little more affordable.

We can do it with a simple promise to Connecticut parents: beginning this year, for every child born or adopted in Connecticut, the state will help them start a tax-free college savings account and put a \$100 investment into it for them.

And if parents save another \$150 dollars in the first four years, we'll match that for a total state investment of \$250 dollars.

Is that investment going to pay for a full college education 18 years later? Of course not. But it can give new parents a boost right when they need it most, and it can help encourage college saving right from the start.

I look forward to working with our great treasurer Denise Nappier to create this "CHET Baby Scholars" program.

Together, let's make an investment in every child that will help them afford college.

Of course, this initiative would not help anyone with a child already in school. That's why my budget also increases funding to the Governor's Scholarship Program, bringing it to more than \$45 million in total, which will help more students afford college in the years ahead.

...

Third, let's help give our kids the experience they need to fill the highly-skilled jobs of the future.

To ensure that our students are better prepared for college and a career when they finish high school, particularly in high-tech disciplines, we need to consider new models for hands-on learning.

This year, my administration will continue to work with teachers, community colleges, and business partners toward the creation of early college initiatives, which would allow students to earn college credit during high school.

We can do it by partnering with the IBM Corporation and other local companies to develop a Connecticut version of P-TECH, IBM's acclaimed, innovative high school and college partnership.

This approach will allow students to graduate with both a high school diploma and an associate's degree.

Let's offer students this experience, and help put them on a path to a great job.

...

Fourth, let's continue to invest in our state university and college system.

The "Transform CSCU 2020" initiative will provide an initial investment of more than \$134 million to help bring all 17 campuses into a single, student-centered, technology rich-system.

It will help colleges adapt to student needs and offer the kind of dynamic higher education experience that students want and employers expect.

Let's help colleges from Norwalk to Naugatuck Valley to Eastern Connecticut State University. Let's move our state university and community college system into the 21st century.

Let's do that together.

...

Fifth, and finally, let's help graduate as many students as possible.

When a student fails to graduate from college it's a lost opportunity for the student, the college, and our economy. And right now there are an estimated 113,000 people in Connecticut who fit that description - people who began working towards a degree but for whatever reason didn't graduate.

Here's what we can do.

If you're a student who began a degree program but have been out of school for more than 18 months, Connecticut will offer one free course for each course you take at a public college - and up to three free courses in total - if you come back and matriculate.

This "Go Back to Get Ahead" program will run for a limited amount of time. It's designed to incentivize people to pay off a debt - a debt they owe themselves.

Let's help more students graduate, and let's help them share in Connecticut's recovery.

...

These five proposals - taken together - are part of a continuum, one that would help our kids from birth all the way through college. Let's work to build this future together.

A future where every child has access to an early learning experience;

A future that gives every kid the opportunity for higher education - one they can afford;

A future where we are graduating as many students as possible into good jobs, with good benefits, right here in Connecticut.

That's the kind of future Connecticut families deserve.

Conclusion

I recognize everything I've laid out today is a lot to tackle in a short session. But working together, we can get it done.

There's only one thing that can stop us: ourselves.

Teddy Roosevelt said a century ago that it's not the critic who counts, but those who strive to do great things.

We hear plenty of critics now. Even as sunshine begins to break through the clouds, there are some intent on hoping for thunderstorms.

I said earlier that Nancy Wyman has led the implementation of the most successful health exchange in America and helped achieve affordable health care for nearly one hundred thousand people. When our exchange faces some unforeseen hurdle, the critics urge us to throw up our hands and keep more people from getting covered.

We should not listen. Connecticut is moving forward.

I also spoke about the work we've done to partner with Connecticut small businesses. Will every single one of those investments pay off? Of course not. And if one fails, the critics would say that's reason enough to stop investing in small businesses altogether.

We should not listen. Connecticut is moving forward.

And now, during this session, those critics will say that for one reason or another that we can't increase the minimum wage, that we can't expand access to early childhood education, that we can't find ways to make college more affordable.

They'll say the time isn't right, or that Connecticut just can't afford to do it.

I say they're wrong. Connecticut must move forward, because the people of our state have sacrificed, and now they deserve to share in our emerging recovery.

We know that none of our progress will come without setbacks; none of it will be perfect in execution.

The question before us is how should we define ourselves: by our setbacks, or by our successes?

This session, let this be our answer:

That together we will have the courage to continue pushing for bold, positive change;

The compassion to ensure that everyone can share in Connecticut's recovery;

And the faith to believe that Connecticut's best days are still ahead.

Thank you. May God bless you, may God bless the United States of America, and may God bless the great State of Connecticut.



*Inaugural Remarks of Governor Dannel P. Malloy
William A. O'Neill State Armory
January 7, 2015*

My fellow Connecticut residents, thank you.

Thank you to all of the distinguished public servants, clergy members, and other honored guests joining us today.

Thank you to the best Lt. Governor in the United States of America, Nancy Wyman.

Thank you to everyone here whose hard work and dedication have made this day possible.

And thank you most of all to my beloved wife, Cathy, and our three terrific boys, Dannel, Ben, and Sam.

...

Today marks a new chapter. A chapter in a story that began long before any of us were here, and one that will continue on long after our contributions end.

It's the story of who we are as a state, and as a people. It's about the challenges we face, and how we face them. It's about where we've been, and where we're going next.

Our unyielding belief in the story of Connecticut is why so many of us here today first chose to run for public office.

It's why our police and firefighters put themselves in harm's way keeping Connecticut neighborhoods safe.

It's why teachers teach, and working mothers and fathers still find time to volunteer at their children's school.

It's why, in this past election, Connecticut voters turned out to the polls in higher numbers than almost any other state.

This past chapter - these four years now behind us - were not easy.

We faced difficult choices, with few simple answers. We had contentious debates, even among friends. We weathered historic storms from which we had to rebuild. We were shaken by unthinkable tragedy in Newtown, and we found consolation within one another.

In the face of adversity, we also made progress.

We saw the creation of more than 75,000 new private sector jobs, the largest job growth Connecticut has seen in decades.

Thousands more children were given the opportunity of a quality pre-K experience. Graduation rates soared to new heights, while crime declined to historic lows.

We improved working conditions, and we raised the minimum wage.

None of this progress came easily. But history has taught us that meaningful change rarely comes with the full-throated support of every public official, or every state resident.

President James Madison said that "democracies have ever-been spectacles of turbulence and contention." Lord knows we've proven that true here in Connecticut. We've won our progress through hard work and spirited debate, by pushing forward even when it would have been so much easier to stand still.

My fellow citizens, let that be our badge of honor – that during difficult times, while others shied away from hard decisions, we made them. That in the face of fierce obstacles, we did not retreat. That during crises, we banded together.

We chose to believe that there is more that unites us in Connecticut, than divides us.

We all want a strong economy that rewards hard work with a fair wage. Where no one who works full time ever has to live in poverty, and where every family can feel economically secure.

We all want a better future for our children - strong schools and a great education that takes our kids from pre-k all the way through college and beyond.

We all want our streets and neighborhoods to be safe places to work and to live, where we enforce our laws strictly, and allow those who run afoul of them to earn a second chance, because we are all our brother's keeper.

We all want cheaper, cleaner, and more reliable energy for our citizens and for our businesses.

And we all want roads, highways, buses, trains, ports, and airports that work for every city and town, for every business, and for every person in our state.

My friends, let these shared beliefs be our guide as we pen this next chapter in our state's history.

Today, I say to my fellow citizens – Democrats, Independents, and Republicans alike - that no one party or one policy maker holds a monopoly on good ideas. We might not always agree on the details, but we can agree that we want our children to inherit a better Connecticut than we were given.

Over the next four years we will face new challenges, but we will also be presented with new opportunities.

Together, let us continue to buck the national trends of obstruction and gridlock. Let us confront hard realities, tackle old problems with renewed vigor, and set aside short-term convenience in favor of long-term prosperity. Let us dismiss petty partisanship that divides us, and focus instead on what binds us to one another.

If we can do that - if we can work together - we can grow our economy and grow more good paying jobs with good benefits.

We can make sure all our children get a great education in a great public school.

We can build a transportation system that better connects us to one another and to the rest of the world.

And we can continue to lift more and more of our neighbors into a bigger, more inclusive middle class.

That is our challenge.

Thank you, may God bless you, and may God bless the great State of Connecticut.



*State of the State Address
Governor Dannel P. Malloy
Hall of the House of Representatives, State Capitol
January 7, 2015*

Mr. President, Mr. Speaker, Lt. Governor Wyman and my fellow state officials, ladies and gentlemen of the General Assembly, honored members of the Judiciary, members of the clergy, and all the citizens of our great state: thank you for the honor of inviting me once again into the people's House.

Let me offer my sincere congratulations to those of you taking on new and important roles, specifically Senate President Marty Looney, Senate Majority Leader Bob Duff, Senate Minority Leader Len Fasano, and House Minority Leader Themis Klarides.

Congratulations as well to the freshman members of the General Assembly who were sworn in earlier today. I look forward to working with you in the months and years ahead.

As always, let us thank Connecticut's brave men and women serving our nation.

Thank you also to the best Lt. Governor in the United States of America, Nancy Wyman.

And finally thank you to my wife Cathy and our three boys for their love and support.

...

Four years ago, I joined you in this chamber for the first time as Governor. I spoke about how Connecticut has always been a leader.

About how, for generations, we shaped and changed our nation and indeed the world.

Connecticut drafted North America's first written constitution. We founded our nation's first insurance company. Our inventors gave the

world the can opener, the bicycle, and the artificial heart.

Connecticut has always been a birthplace of innovation. And over the past four years, we've continued to lead - and lead nationally - on some of the biggest issues of our time.

We increased the minimum wage - the first in the nation to commit to ten dollars and ten cents per hour.

We passed paid sick leave - the first in America to do it.

Working with Democrats and Republicans, we created the strongest, smartest gun violence prevention laws in the nation. Today crime in Connecticut is at a 40 year low.

Thanks to Nancy Wyman, we cut the number of uninsured Connecticut citizens in half and became a national model for a new kind of health care system.

We've built better schools, raised test scores, made college more affordable, and put Connecticut on a path toward universal pre-kindergarten.

We added more than 500 million dollars to our rainy day fund and responsibly cut our long term debt by 12 billion dollars.

And finally, because of the decisions we made together over the last four years, our economy is gaining traction. Together we've helped private employers create more than 75,000 new jobs.

None of these things would have happened if we avoided tough decisions or failed to face our problems. We have led Connecticut down a stronger path because we didn't take the easy way out.

...

The question now before us: "what's next?"

How do we honor our remarkable history and tradition? How do we fulfill our promise for a brighter tomorrow? How do we decide what kind of Connecticut we're going to leave to our children?

We do it with courage. By having the tough-but-necessary debates about our long-term prosperity.

We do it by pushing ahead, even if it isn't easy... especially when it isn't easy.

We do it by building a Connecticut that is prepared not just for the next fiscal year, but for the next half-century.

In that spirit, I want to talk to you today about one of the largest challenges we face - something that has held us back for decades and that, left unfixed, would hamper our economy for decades to come.

I want to talk about how, for two generations, Connecticut fell short on transportation.

We know that transportation and economic growth are bound together. States that make long-term investments in their infrastructure can have vibrant economies for generations. States that don't, will struggle. It's that simple.

Transportation connects us - literally - community to community, state to state, nation to nation. It connects us to economic opportunity, and it connects us to one another.

...

First, here's the good news: thanks to the efforts of so many here in this chamber, we've increased support for transportation - dramatically.

Funding is up 65 percent during the past four years. During this period, we've sent more General Fund revenue to the Special Transportation Fund than ever before - nearly 1.2 billion dollars.

We've made sure more of the gross petroleum receipts tax goes directly toward supporting transportation.

We've taken action on long-overdue projects like widening I-84 in Waterbury, replacing the Walk Bridge in Norwalk, and adding new tracks and signal systems between New Haven and Hartford.

All told, we've invested more in transportation than any time dating back to Governor O'Neill. It's more progress than Connecticut has made in decades.

But here's the problem: it's still not enough . We have so much more to do.

We have more to do because traffic congestion still costs the average person an extra 42 hours away from your family each year.

And for our economy, it's the equivalent of 97 million dollars in lost time and wasted fuel, each and every day.

All told roads and bridges that are either deficient or overly-congested cost Connecticut drivers a total of 4.2 billion dollars annually.

It's harming us and the health of our children with additional air pollution and smog.

Simply put, our investments have not kept pace with our needs, and our residents and businesses are paying the price.

It's unacceptable. We need a new approach.

...

To be competitive regionally, nationally, and internationally, we need a transformation. For our roads, bridges, rails, and ports - even our walkways and our bikeways.

We need to change the ways we commute, the ways our businesses move their products, and the ways we get around our cities and towns. It's time for Connecticut to establish a collective vision for the next thirty years. A vision for a best-in-class transportation system.

We can have an open and honest discussion of what needs to happen to transform our infrastructure to meet the challenges and demands of the 21st Century.

We can do it this year. In this session.

To make us more business friendly, to attract new companies and more jobs, to improve our quality of life, and make our state an even better place to raise a family.

We can change Connecticut, so that thirty years from now, here is what we will leave to our children:

A state with the safest highways, railways, buses, bicycle and pedestrian systems in New England;

A state where people can move back and forth to their jobs in a reasonable and predictable amount of time, so they can spend less time in traffic and more time with their family;

A state where we attract new businesses because our highways and rail networks can deliver goods efficiently, without delay;

A state where our children want to stay and raise new generations because they have a choice to live and work with a car... or without one;

A state with three vibrant, deep-water ports exporting more and more goods made right here in Connecticut;

A state with an international airport that serves as a hub for transportation across America and around the globe;

A state whose bus and rail systems interconnect all of Connecticut, linking us to cities up and down the east coast;

A state that is crisscrossed by bicycle and pedestrian trails that make our communities more sustainable, our towns more walkable, and our cities more livable.

These are lofty goals. They might seem unattainable to some. They'll say it can't be done. That it's not even worth trying. They'll say we can't do it while also working to balance our budget.

I say we can't afford not to do it. Together, we should refuse to give in to the cynics and the naysayers. This is the Connecticut we must strive for.

Over the coming weeks I will begin a dialogue on how best to face these challenges head on.

I will come back to you next month with more details, but in the meantime I want to offer two ideas as a good place to start.

First, we should ensure that our efforts are comprehensive in their size, their scope, and their geography.

That means widening I-95 statewide and fixing its entrance and exit ramps.

It means building new rail stations and upgrading our branch lines to provide real commuter rail service, including the Naugatuck Valley.

It means creating a statewide, 21st Century bus service with real-time updates commuters can check on their cell phones.

The bottom line is that we need to improve transportation of all kinds, in towns of all sizes, across all of our state.

Second, we must make sure every penny we raise for transportation goes toward our vision to transform Connecticut.

Today, I am proposing that Connecticut create a secure transportation lock box that will ensure every single dollar raised for transportation is spent on transportation, now and into the future.

No gimmicks. No diversions.

And we should include a covenant with bond holders and all people of Connecticut to ensure that money set aside for transportation projects is only used for that purpose.

Send me a bill that accomplishes these goals and I will sign it immediately.

Until that legislation is passed and signed, I will veto any attempt to levy additional sources of new revenue for transportation.

We also know that an honest conversation about our transportation future must include a dialogue on how we pay for new projects. While traffic congestion is getting worse, more efficient cars mean that our gas taxes will soon fail to cover current investments, let alone the new ones we need to make.

The budget I present to you next month will include first steps toward funding a long-term transportation vision. But subsequent steps will need to be taken in the years beyond that.

That's why we must tie our hands and the hands of future generations. It's why we must be specific about which current or future revenues will be set aside.

Let's start this conversation with a real, working lock box.

...

My friends, we've accomplished many big things together over the past four years. But ultimately, the success of our economy over the next ten, twenty and even thirty years will be determined by one thing: our transportation infrastructure.

We need only look to Connecticut's own history to know this is true. After all, transportation is why we've led since our founding.

From the Native American trails that helped a young colony develop and thrive;

To our seaports that brought commerce from across the globe and made our state a maritime hub;

To the turnpikes and parkways that allowed our state to develop into an industrial power;

To the railroads that connected each city and town across Connecticut to one another, and to Boston, New York, and beyond.

Today, we can open a new chapter in our state's proud history, one where we begin rebuilding Connecticut, both figuratively and literally.

Let it be a chapter of smart investment and long-term thinking.

Let it be a down payment on the kind of state we want to leave to future generations.

Let it be a promise that Connecticut's 88th Governor and the 2015 General Assembly were planning ahead.

Planning for our children and our children's children. So that it was their interests that came first in our minds, and first in our hearts.

Thank you, may God bless you, and may God bless the great State of Connecticut.



*State of the State Address
Governor Dannel P. Malloy
Hall of the House of Representatives, State Capitol
February 3, 2016*

Mr. President, Mr. Speaker, Lt. Governor Wyman, Senator Fasano, Representative Klarides, my fellow state officials, ladies and gentlemen of the General Assembly, members of the clergy, and all the citizens of our great state: thank you for the honor of inviting me once again into the people's House.

As always, let us thank and honor the brave men and women of Connecticut serving in our Armed Forces around the globe.

I'd like to recognize my wife Cathy and my son, Dannel, who are here with me, and thank them for their tremendous love and support.

And of course, the State of Connecticut could not have a better Lt. Governor, and I could not have a better friend than Nancy Wyman.

We live in changing times.

You don't have to take my word for it. You hear it from your constituents every day - a visceral feeling that our country and our state are not going back to how things were before the Great Recession.

Families are budgeting differently. Their expectations are changing. They know they can't rely on the same economy their parents and grandparents did, where wages and home values steadily increased.

They know it's tougher to save - for retirement, for a college education, or just for the inevitable repairs to their car or their home.

Businesses feel it too, both large and small. They're making different decisions about how they hire, and the benefits they offer. They're looking at new technologies to fundamentally change how they operate, because if they don't, they won't survive.

In short, Connecticut families and businesses alike are adapting to a new economic reality.

We in Connecticut are not alone. Our neighbor to the north, Massachusetts, is facing a \$635 million shortfall. Pennsylvania is facing a \$2.4 billion deficit, but still unable to overcome partisan gridlock to reach a deal. And Louisiana faces nearly a \$2 billion deficit next year. Twenty-six other states have not fully recovered peak revenue from the Great Recession.

Our national economy, while making progress from the Great Recession, was fundamentally changed. A shifting workforce, the rapid rise of technology, and stagnant wage growth have made this recovery tougher for everyone, everywhere.

But here at home, the problems were compounded by our inability over prior decades to make the necessary changes and investments that would've moved our economy forward more quickly.

And now, while we have made year-after-year progress chipping away at our structural imbalance, it's clear that our work is not done. It's clear we have not gone far enough.

You don't need to look any further than our revenue projections, which continue to come in

lower than expected. It's a frustration that goes beyond party affiliation. Projections used by Democrats, Republicans, and nonpartisan staff have all come up short.

In response, we have to adapt even more. Connecticut state government must reset our expectations of what we can afford, how we provide services, and how we save for our priorities. It won't be easy, and it often won't be politically popular. However, it is absolutely necessary if we want to create a more sustainable and enduring economy.

Friends, as we embark on another legislative session, my message to you is this: Connecticut is not going back to that pre-recession reality. It just doesn't exist anymore.

The people of Connecticut know it. They've accepted it.

And so must their government.

That's what I want to talk with you about today - how we adjust to this new economic reality.

There are many ways we can do it, many ways we need to change, but I want to spend my time on just one topic: I want to talk about how we budget.

There's a simple reality that, while our economy was evolving, the state budget did not change.

Together, this year we need to reshape the way Connecticut budgets. We need to make our budget more predictable, more sustainable, and more transparent.

A more sustainable budget will help us build an economy that can be one of the strongest in the region and competitive nationally.

With that said, I'm going to lay out five budget principles.

The first principle is in many ways the simplest: Going forward, we need to limit our spending to available resources. We can do it by changing our "current services" budget approach.

"Current services" is a term readily understood inside this hall, but it's a foreign concept to our constituents. Essentially, it means that we wrongly assume government can do everything it does now, regardless of ever-growing costs.

It just isn't sustainable.

Families and businesses do not set their budget based on the amount of money they want to have next year. Neither can the State of Connecticut.

Managing our finances this way assumes we will face cuts if we don't achieve double digit growth in revenue every single year. It puts spending increases on autopilot. This must end, and this must end this year.

The budget adjustments I submit to you today are not based on current services spending. Similar to a zero-based budgeting approach, my budget limits spending in the upcoming fiscal year and beyond to actual revenue projections.

In other words, this budget is based not on how much we want to spend, but how much money we actually have to spend.

This new method will require different decisions to keep government living within its means. It won't come without sacrifice - it will require the reduction of the state workforce by more than a thousand employees through attrition and other means.

I don't take that lightly, but I do think it's necessary. I will continue to work with our state employees to make sure those reductions are done fairly and with great care.

And, if we're going to limit ourselves to available resources, there's another way we can do it. Twenty-four years ago the people of Connecticut voted for a constitutional spending cap to ensure that the state could live within its means.

It's time we give them what they asked for. The wisdom of the voters was correct in 1992, and it is correct now. Connecticut needs to enact a spending cap to keep spending in check.

An enforceable spending cap goes hand in hand with eliminating the current services model. We cannot both constrain spending with a cap and assume government will continue to grow unchecked every year.

I have previously offered this as a proposal to the General Assembly. But this year, we have to act. Otherwise, we will be forced year after year to either cut spending or look for additional revenue.

Pass an enforceable spending cap, and I again will support it.

Here's the second principle: We cannot structurally balance our budget for the long run until we have addressed the primary driver of our long-term unfunded obligations.

I'm talking about Connecticut's unsustainable pension and post-employment costs.

In point of fact, we have made substantial progress addressing these costs. Reforms made in 2011 have saved us billions upon billions of dollars.

But our work addressing this debt remains unfinished. We have to do more.

Much of our liability is due to decisions made before most of us went into public service. The problem was made worse over the years as the

state offered early retirement incentives that added billions to our long term costs.

Now, it has fallen upon us to fix it.

After decades of neglect, we are finally paying our pension obligations every year.

I think we all know that must continue. And yet, we still face a fiscal cliff in 2032 that will be impossible to meet. The instability created by this cliff is shaking the confidence of the business community and looming over the next generation of Connecticut taxpayers.

This past November, my administration released a study from the Center for Retirement Research at Boston College on how we could best stabilize our pension system. It offered ideas for ensuring that we can meet our obligations to our employees, pay down our unfunded liabilities, and do so without falling off that fiscal cliff 15 years from now.

Building on that work, I've proposed ways to refinance our debt, adjust our assumed rate of return, and change our most expensive Tier One pension plan to a pay-as-you-go system.

Others have put forward their proposals to address this cliff, and I appreciate those ideas. Now is the time for a frank discussion and an honest assessment of our options.

To that end, I have directed Secretary Barnes to pull together all stakeholders - including the Treasurer and the Comptroller, SEBAC and the state employees it represents, as well as the Connecticut teachers - to work on this issue together.

Using the work we've already begun, this group should develop a consensus on how to best make our pension system more affordable and more sustainable.

We should find the best combination of our ideas to help us support current pensions, pay

off old liabilities, and strengthen our entire system for generations to come.

We should complete this work as soon as possible, so that the changes can be made this year and have an immediate impact on our long-term liabilities.

While this group is meeting, my administration will continue to negotiate with 13 state employee bargaining units, discussing salaries and other important issues.

As this process is ongoing, know this: I will not negotiate with our partners in labor from this podium or through the press. Instead, I will simply say that our expectations for these negotiations should be based on what we can afford, not what we previously spent.

And finally, there's one more area to discuss. Our work in the months and years ahead should include a larger, ongoing effort to align state employment benefits with our present economic reality.

Let me be clear - I strongly believe that working people who serve the public for decades deserve good benefits and a secure retirement that is offered by a defined benefit plan. But friends must be honest with each other.

The obligation of maintaining this system cannot be solely supported by our taxpayers under our current budget practices. If we want to support our pension and benefits system, we have to make changes. We should be willing to have the tough but necessary conversations about what those changes might look like.

Let's acknowledge that we should not wait until 2022 to have necessary discussions between labor and management.

Together, with our partners in labor, we can address how we pay for our long-term obligations and keep the pension and benefit system aligned with our economic reality.

To be sure, Connecticut state employees are not at fault for our current budget shortfall. But it has fallen to all of us - collectively - to address the challenges before us.

Let's give our citizens and businesses the confidence that will come from having addressed that which we know needs to be done.

The third principle is this: We need to prioritize funding for core services.

Simply put, every existing line item cannot be considered a core service to be funded in perpetuity.

Together, we must concentrate on the core functions of state government, namely: protecting the public, ensuring a social safety net, building a strong economy, safeguarding our environment, providing a public education, and administering justice.

To that end, functions that fall outside of those core services must be considered on merit alone. We must transition toward making recipients of state funding compete for available dollars based on proven results.

In other words, we have to reform our earmark process.

That includes state funding to outside agencies, community organizations, and special events. Funding for these items should be time-limited, and we should re-examine these expenditures regularly.

Let's reform this process and do it this year.

My budget cuts existing earmarks by more than 20 percent in order to live within our means. And, it creates new pools so that entities receiving line item earmarks and, importantly, those entities that have not had the political clout to receive them will compete on equal footing for funds.

Any state funding that falls outside our core government services must be based on merit and merit alone.

Let's make this change together.

The fourth principle is this: State agencies must be held accountable to the public and the legislature for their results.

The bill I submit to you today will require agencies to post online detailed, meaningful, timely information about how they are spending the people's money, and precisely what that money is accomplishing.

And, at the same time we're making agency budgets more transparent, we also need to push commissioners to find more cost-effective ways of accomplishing their respective missions.

I recognize that many in this chamber will have concerns with this change. Let me be clear: I have no desire to diminish the General Assembly's right to set policy or to mandate certain programs or services.

But as we shrink our budget - as we ask state employees to do more with less - giving commissioners more latitude will allow them to preserve those very programs and services.

In other words, by simplifying line items in the budget, we can give our top executives the ability to manage their agencies while providing quality services to taxpayers in the most efficient way possible.

Just as in business, our managers need the ability to lead their agency, adjust to shifting circumstances, and set priorities in the face of limited resources.

Together this year we can let managers manage, and we can hold them accountable for results.

Accountable to you, accountable to me, and accountable to the public.

Here's the fifth and final principle: We've talked about limiting our spending, we've talked about our pension and post-employment cost, we've talked about setting priorities, and we've talked about focusing on results.

This final principle is one that can't be reflected in a budget book. It's about our process. It's about how we work together to deliver the best product possible to the people of Connecticut.

No budget will be perfect, but I firmly believe that by changing how we come to a budget bill, we can improve the final result.

So this is my challenge to you and to me: Let's not pass a budget on the final day of this session this year. Let's get it done early. Let's do it so that we can spend those final days working on other proposals - both yours and mine.

And that goes for budget implementers as well. No longer should implementers be a place to pass things that we didn't have time for during the session. If an idea didn't get a fair hearing during the legislative process, then it shouldn't be brought to the table at the eleventh hour. This is true of both Democrat and Republican ideas.

While I want to get a budget done early, I also understand and respect the committee process. I have no intention of circumventing it. While committees do their work, legislative leaders and committee leadership can meet regularly with me and my staff to understand each other's goals.

I welcome anyone to that table - Democrat or Republican.

No one party, no one leader, and no one individual holds a monopoly on good ideas. Now is

the time for everyone to put those ideas on the table - for us to have a bipartisan discussion throughout this session.

Of course, it needs to be a real effort, one that is seen through to a responsible conclusion. To that end, I have only two conditions for our talks.

First, everyone must be willing to compromise. I know some consider compromise a dirty word, but just last November and December, Democrats and Republicans in Washington compromised on a transportation bill and passed a federal budget together. Compromise is necessary if we are going to address our challenges here in Connecticut.

Second, there comes a point where it isn't enough to bring your ideas, you also need to bring your votes. While every good idea should and will be heard, anyone who expects their ideas to be made reality must be ready to support a final budget bill. That's the price of leadership and the price of being part of the solution.

I know this is an election year. Too often, it's easier for all of us to point fingers at one another. But I assure you, there will be time for campaign politics this fall.

During this session, we can either be part of the solution or stand on the sidelines throwing stones. We cannot do both.

We can't be opposed to tax increases, but unwilling to cut the spending those taxes support.

We can't be for reigning in spending, but oppose cuts in any one line item.

We must be honest about the challenges we face, and work on them together.

That's it - those are my five principles for making our budget more predictable and our economy more sustainable. For giving confidence to our residents and our businesses that government is adjusting to a new economic reality.

Budgeting more prudently can help us protect the services we value most. I believe strongly that government can and should play a positive role in the lives our citizens.

The measures I've laid out today aren't about cutting spending just to cut spending. This isn't a call for overzealous austerity, or a departure from Connecticut's core values.

Rather, they're about changing how we budget in order to preserve that which we hold dear. In order to preserve what makes Connecticut so special.

These are my ideas. I am sure there will be other ideas from those in this chamber, from leaders across the state, and citizens' concerned about our future. All of those ideas should be heard as we take on this challenge together.

I want to hear those ideas, so I plan on holding a series of town hall meetings across Connecticut. Anyone and everyone can be part of the discussion.

For myself, in addition to what I laid out today, I look forward to continuing our work together to fix our broken transportation system - work that must begin with a constitutional transportation lockbox. I want to thank each of your leaders, Democrat and Republican, for their votes in support of a lockbox this past fall.

Together, let's get this resolution on the 2016 ballot. Let's get this done and let's get this done early this session.

I also look forward to continuing a discussion from last year about making our criminal justice system more fair and equitable. Together, we

can be the first in the nation to acknowledge that young adults in our juvenile or adult systems need a different approach.

We can give more young people a better chance to reform and become contributing members of our economy. And we can do it while saving taxpayers money.

These will be just some of my priorities this year. I know that you will have yours as well. I look forward to hearing them, and to continuing our progress together.

I say "continuing" because, despite my calls for change, we should also recognize that progress is happening. We're moving forward already.

Consider what we've accomplished.

Thanks to our concerted efforts to grow our economy, Connecticut's private sector has grown more than 80,000 jobs in the last five years.

In just the last six months, we've secured employers like Synchrony Financial, and we welcomed new employers like Serta Simmons from Massachusetts and MC Credit Partners from New York.

These employers alone will create and retain more than 700 jobs in Connecticut.

Last week, Electric Boat announced they will add 800 new jobs to their workforce this year and 4,000 in the years to come.

We've held onto major employers like United Technologies and Sikorsky along with their 24,000 employees.

And we've done it at the same time we're supporting more small businesses than ever before. In 2015, our Small Business Express Program worked with more than 230 businesses to create or retain more than 4,400 jobs.

Together in a special session last fall, we made changes to our tax code that both parties agreed were necessary to help our business community. Because of our work, employers can continue their strong pace of hiring and invest in the new innovative economy that will drive us into the future.

Our community colleges and regents system have answered the challenge for precision manufacturing training. The University of Connecticut has increased engineering capacity by 50 percent, helping meet the demand for technology and manufacturing job openings across Connecticut.

The Manufacturing Innovation Fund has launched two new programs geared specifically at training. One of those programs has already assisted 88 companies in training their workforce.

Our teachers and public schools are working hard as well. Test scores are up. Graduation rates have increased, and we're closing the achievement gap every year.

We're making housing more affordable. Last year alone we created or funded more than 11,000 units of housing.

Together, we ended chronic veterans' homelessness - the first state in the nation to do it. This year, we will end chronic homelessness for everyone.

And finally crime is at a 48-year low. Violent crime is down again from the previous year, our prison population has reached new lows, and this year we closed our fourth prison. These efforts have saved taxpayers tens of millions of dollars and made us safer.

This is progress we all can be proud of.

But if we want to sustain it, if we want to build on it, we have to fix how we budget. I know it will be a challenge.

So, as we begin this new session of the General Assembly, let us resolve together that we will use fresh eyes to look for answers to old problems.

Let us take new approaches to our challenges and find innovative ways to meet them.

Let us accept that we can't wish away our problems.

Let us seize this moment together to address the unfinished work before us.

Let us collectively believe that we can change the way our state budgets while we hold true to our Connecticut values.

We can adjust to a new economic reality while we protect our quality of life.

We can support our business community and train a 21st century workforce.

We can ensure that our progress leaves no one behind.

We can look to the years ahead with optimism for the future, pride in the state we all love, and hope that we can achieve what is right... and do it together.

Thank you and God bless you. May God bless the United States of America. And may God bless the great State of Connecticut.



*State of the State Address
Governor Dannel P. Malloy
Hall of the House of Representatives, State Capitol
January 4, 2017*

Mr. President, Mr. Speaker, Lt. Governor Wyman, and my fellow state officials, ladies and gentlemen of the General Assembly, honored members of the judiciary, members of the clergy, and all the citizens of our great state: thank you for the honor of inviting me once again into the people's House.

Let me offer my sincere congratulations to those of you taking on new and important leadership roles, as well as those who have been reelected into leadership positions. I also want to congratulate the new members sworn in earlier today. I look forward to working with all of you.

Let me note, since we were here last together, we have lost some dear friends, including Mary Fritz and Betty Boukus, both of whom served in this house. Our hearts are heavy as we continue to mourn their passing.

As always, let us thank Connecticut's brave men and women serving our nation around the globe.

Thank you, as well, to my dear friend and the best Lt. Governor in the country, Nancy Wyman.

And finally thank you to my wife Cathy and our three sons for their love and support.

...

This past September, the Connecticut General Assembly met in a special session. You met to take historic action in support of our state's economy and our incredible workforce.

The legislation you voted to support – and that I signed into law – protected 8,000 jobs at Sikorsky Aircraft. Equally importantly, it shored up thousands more jobs up and down Sikorsky's supply chain, and across every corner of our great state. It nearly doubled their spending

with local suppliers to almost \$700 million per year over the next decade and beyond.

Thank you for that work.

In recent years we've secured similar investments from United Technologies and Electric Boat. Taken together, these agreements cement our leadership in advanced manufacturing around the globe.

A decade ago, if any of us had told our constituents that in 2017 not only would Electric Boat would be ramping-up their production rather than winding it down, not only would Pratt and Whitney be planning to put thousands more people to work, but that Sikorsky would be committed to Connecticut for another generation to come... well, they wouldn't have believed us. They would have told us that we were overly optimistic at best, and naive at worst.

And yet, here we are today. Working together, we have turned what many once considered impossible, into a reality.

Together we've protected Connecticut's aerospace and defense industries for a generation and likely beyond. More importantly, we've given these employers, and the tens of thousands of employees who work for them, something that is vital in today's world:

We've given them predictability.

We know that predictability creates confidence. And we know that confidence creates growth.

When we give people reason to believe that their job is here to stay, we're giving them the confidence to purchase a home, to buy a new family car, or to start a college fund. In other words, we're giving them confidence to take part in our state economy.

And it's equally true for their employers. Predictability allows businesses to expand, to make new hires, to put down new roots right here in Connecticut. This is what companies and their workers are looking for. They deserve it, and it's on us to provide it.

That's what I want to talk to you about today – about what we've done in recent years to make our budget more predictable, and our economy more sustainable. And about how we can continue that important work this legislative session.

I'm going to discuss three key areas that I believe we should focus on this year in order to balance our current budget, and also continue our progress towards long-term prosperity.

The good news is that, for each of these three areas, positive change has already begun.

...

To start, we need to continue making state government leaner and more cost-effective.

The responsible way to do that is by setting priorities, and allocating our resources where they are needed most. Because the truth is, we simply can't afford to continue doing everything we've done in the past.

In recent years, commissioners and state employees have been hard at work finding creative ways to continue providing essential services while also saving money. These cuts were not painless. Important work had to be phased out so that other vital services could continue. But the results are plain to see.

Last year we cut nearly \$850 million to bring our current fiscal year in balance. In so doing, we spent less in the General Fund than we had in the previous year for the first time since 2002.

We've reduced the number of state agencies by 28 percent since 2011 — shrinking from 81 agencies down to 58.

During that same time period, we reduced the size of our executive branch workforce by nine and a half percent. We now employ 5,000 fewer full-time employees than we did in 2008.

And don't let anyone tell you that these reductions are only in front-line employees. We've reduced the number of state management positions by 28 percent.

While we had to go through the unfortunate, but necessary, process of layoffs last year, the vast majority of these reductions have come through attrition.

We're also spending less on overtime. With your strong partnership and encouragement, overtime costs dropped 14.5 percent last year, saving the state \$37 million.

All told, excluding higher education, the executive branch workforce is at the smallest it has been since Ronald Reagan was president.

And now, in this biennium, we need to continue that work, ensuring we reduce spending responsibly and with great care.

Commissioners will need to once again work with their staff – and with you, our legislative partners – to find additional savings. Like families across Connecticut, just because we responsibly managed our budget in recent years doesn't mean we can take this year off. We must continue to live within our means, spending only as much revenue as we have, and no more.

In September, my administration asked agencies to begin thinking about what additional cuts would mean. Having further explored these options, many of their recommendations will be included in the budget I present to you next month.

Cuts in specific areas, or outright eliminations, should not be taken to mean that certain work is not valued. It simply means that we can no longer afford to do it all, and that our spending must be focused on the very core, essential services for our residents.

And to be clear, saving money isn't just about cutting line-items, or reducing headcount. Agencies will continue to modernize systems, reduce waste, and increase productivity in order to cut costs as much as possible before impacting services, or the valuable employees who provide them.

Together, we can continue to make state government more efficient, more sustainable, and more reflective of our economic reality.

...

The second area I'd like to talk about are the obligations we have to Connecticut's state workers, educators, and retirees.

Connecticut's state pension systems were created 80 years ago, but not a single dime was deposited into the account during the first 30 years of its existence. It was a pay-as-you-go system.

Over many decades, legacy costs, insufficient contributions, lower-than-assumed returns, and early retirement packages left us with a significant unfunded liability in the state's employee and teacher retirement systems.

The stark reality is that, after 80 years, the state has set aside only one-third of the money necessary to responsibly fund its obligations.

Let me put it in context. Of the \$1.65 billion that we will pay next year into the state retirement systems, 78 percent of that – or nearly \$1.3 billion – is what we're paying to make-up for what past administrations and past legislatures failed to do.

Simply put, our generation is paying for Connecticut's past mistakes.

Is it frustrating to do that? Of course. Is it necessary? Absolutely.

It's also the right thing to do. Our state retirees dedicated their lives and careers to public service. We need to pay them the pensions they were promised.

Let's also acknowledge and thank today's state workers for their efforts in support of Connecticut residents and businesses. In 2011, we worked at the bargaining table to help put Connecticut on a more sustainable fiscal path. Together we changed benefits, reduced longevity pay-outs, restructured state pensions, raised the retirement age, and required all employees to pay for a portion of their post-employment benefits.

We saved the state \$1.6 billion on our unfunded liability in the immediate two years following that agreement – and a total of \$21.5 billion over the following 20 years. Had we not realized that level of savings, our current \$1.5 billion projected deficit would be much, much worse.

Since making this agreement in 2011, the state has honored its commitment to fully fund the pension obligations each and every year – finally doing together what should have been done for the prior 80 years.

Building upon these years of work, my administration recently came to a crucial agreement with our state employees and our retirement commission, an agreement which will make our pension payments more affordable, and yes, more predictable.

Independent analysts are taking note. Moody's Investors Services, a national credit rating agency, deemed this to be 'a credit positive' step for our state. And the plan's actuaries say

these changes will 'enhance the stability' of our pension system.

I urge you to support these important reforms.

Today, despite all this hard work and real progress, it's clear we have more work to do to make our short and long-term labor obligations more affordable.

Fixed costs continue to increase every year, hampering our ability to maintain vital public services. Pension obligations for both state employees and teachers are on track to cost the state an additional \$360 million in the next fiscal year compared to this current year. Clearly, the fiscal challenges we face during the next biennium are very real.

In the weeks ahead, my administration will continue working with labor leaders to find solutions for bringing employee costs in line with our economic reality. These talks have been frank and direct so far, and I'm appreciative that state workers are taking part in them.

It's very hard, but we must reach an agreement on how to make our pensions and benefits more affordable, as we face these fiscal challenges together. We must recognize that a responsible and balanced solution to our budget problem is one that includes state employee concessions.

These changes can and should be reached respectfully, and at the bargaining table. Our state must honor its legal obligation to our public servants and state retirees, while at the same time keeping our promises to Connecticut taxpayers.

Here's another promise: We will not remake the poor decisions of the past. We will not saddle future generations with fiscal cliffs and unpayable fixed costs. Responsible changes must be made — and they must be made this year.

As our past record demonstrates, when we come together, hold realistic expectations, and seek common ground, we can deliver results.

...

The third and final area I'd like to focus on with you today is how we go about distributing aid to our towns and cities – primarily how we fund public education.

The state provides a total of \$5.1 billion in municipal assistance. That's more than one fifth of our overall budget this year, making it our biggest single expense – not state employee pensions, not Medicaid, not debt service, not salary and benefits of our employees; town aid accounts for the largest portion of our state budget.

It simply would not be fair for us to talk about continued state agency reductions, or talk about the need for labor concessions, without talking about new ways to provide town aid.

Of the \$5.1 billion distributed to municipalities, 81 percent of that – or \$4.1 billion – is educational funding. That doesn't include school construction financing, which accounts for approximately one quarter of Connecticut's bonded debt.

Now that I've put what we spend into context, let me say this – of course Connecticut should be spending lots of money on local education. We all believe that investments in education are a down payment on our state's future. Our budget must reflect those values.

The question is, in a time of scarce state resources, are we spending this money in the best way possible? Are we ensuring that all students, regardless of the life circumstances into which they are born, regardless of what town or city they live in – can receive a quality public education?

I don't believe we are meeting that standard. And I will point out that a recent court decision says that, as well.

It's why I have long-advocated that we direct our support to those municipalities that are struggling the most – so that we can level the playing field for our students and our taxpayers.

While we have made progress on this front in recent years I still believe we have not gone far enough. Connecticut needs a new way to calculate educational aid – one that guarantees equal access to a quality education regardless of zip code.

Our state constitution guarantees it, and our moral compass demands it.

We need a formula that appropriately measures a given community's burden. A formula that recognizes specific challenges faced by local property taxpayers. And a formula that takes into account the impact those challenges have on the education provided to our children.

The budget that I will present to you next month will outline a more equitable system for providing town aid. It will be based on the local property tax burden, student need, and current enrollment.

The system will be designed to be more fair, transparent, accountable, and adaptable – meaning that it will provide flexibility to fit the needs of a given community.

The result will be a fairer distribution of our state's limited funds.

And if we are successful in this effort, there will be an important ancillary benefit – we can help ensure that no Connecticut city or town will need to explore the avoidable path of bankruptcy.

To be clear, that kind of help shouldn't come without strings attached. If the state is going

to play a more active role in helping less-affluent communities – in helping higher-taxed communities – part of that role will be holding local political leadership and stakeholders to substantially higher standards and greater accountability than they've been held to in the past. We should do it so that increased aid doesn't simply mean more spending on local government.

Those are the steps I believe we need to take on town aid funding. The budget I propose next month will lay out a detailed path for getting there.

Now, based on prior experience, I can assume that the proposal I put before you will not be exactly what arrives on my desk a few months later. I understand that. That's how it works. And I'm ready to partner with you.

But understand this – we need real change. Change that leads to a better, more equitable system for town aid. For the sake of our collective future, there is no reason to wait.

So let's get to work.

...

I began today by talking about our recent historic partnership with Sikorsky. But of course, it's not just about the aerospace industry.

Regardless of region, employment, or income, people in every industry and at every income level are counting on us to get it right.

A family in Farmington where both parents work in the insurance industry deserves the reassurance of a more stable business climate – one that keeps their jobs here in Connecticut.

A math teacher in Norwalk should have the peace of mind that her pension and benefits will be intact when she retires after decades of hard work.

A New London High School graduate, following in his father's footsteps building submarines here in Connecticut, is owed a stable job with livable wages – enough to buy a home and raise a family.

If you don't think we can do it for these people, and for all people in our state, if you don't think we can help our constituents and make their lives and their careers more positive and more predictable, I ask that you look no further than the progress we've made in recent years to see exactly what is possible when Connecticut works together.

Years of good economic development are helping to grow jobs. In fact, since the end of the Great Recession, we have recovered 85,000 jobs.

Through the Small Business Express program, more than 1,600 companies have retained 18,000 good jobs and are now creating even more.

The Manufacturing Assistance Act has helped 150 companies since 2011, retaining 34,500 jobs and growing 8,500 more jobs.

All told, unemployment is now at 4.7 percent – its lowest level since 2007.

In 2012, we worked across party lines and passed comprehensive education reforms. Today, thanks to great teachers and principals, our students are some of the best readers in the country.

And after years of decline, our graduation rates have risen for five years in a row and are now at their highest point in Connecticut's history.

We've made monumental advancements for our most vulnerable children in Connecticut, as well.

Many people have doubted that we would finally be in a position to resolve the 25-year-old

Juan F. case, which has kept DCF under federal oversight. For too long, this has been an embarrassment for our state, and an unacceptable situation for our children.

But today, the end of that federal oversight is within reach. We are finally ready for Connecticut state government to reclaim its responsibility for Connecticut kids. Please join me in support of this progress.

We are also improving our transportation system as we speak, thanks to the investments we've made together. The on-time and on-budget completion of the Q Bridge project means that, on a daily basis, 140,000 motorists are getting to where they need to go with greater ease.

And with CTfastrak, more people are riding Connecticut transit buses to work. Exceeding all initial projections, average ridership on CTfastrak is as high as 19,000 people per weekday.

And finally on the criminal justice front, Connecticut is leading the nation, and is now safer than it has been in fifty years.

Our prison population has dropped significantly, and high-risk, violent offenders are serving more of their sentence than ever before. Recidivism has declined substantially. This progress has allowed us to save taxpayers \$70 million in the current fiscal year.

All of this work – all of it – is making Connecticut a better, more desirable place to work and live.

I need to do one other thing. I would be remiss if I didn't take a moment to stress the importance of predictability and stability in the wake of November's presidential election.

I have no desire to rehash or re-analyze the results – we all get plenty of that from cable news. But I do want to offer two brief thoughts

on what we can learn from November, and how it might impact our work here at home this session.

First, it is now more clear than ever that too many Americans feel disconnected from their government. They feel the system isn't working for them – that they aren't able to take part in the American Dream.

While we might disagree on the role of government in that effort, on whether it should be more active or less, I offer to you that a greater degree of predictability in government – in all government, at all levels – will help reengage and reinvigorate our democracy.

Second, regardless of your party or who you voted for, most of us can agree that this presidential transition has been nothing if not unpredictable. It has left some people and some communities feeling anxious and uncertain.

But let me remind you of this – our state has a long legacy of acceptance, compassion, and fairness. Regardless of whether your family settled in Connecticut 300 years ago or three days ago, you are welcome here.

As the people of Connecticut navigate a changing national landscape, we will continue to ensure that every state resident is treated with dignity and respect.

That will not change. Not now. Not ever.

...

This year, here in Connecticut, we must focus on these historic strengths as we also work to make our budget and our economy more vibrant. We must continue our progress together.

I'm asking for your partnership. I'm asking that we approach this session and this budget in a spirit of authentic, bipartisan collaboration.

Next month, I am going to come back to you with more details on the topics I laid out today: about how government should continue to become smaller and more effective; about how we can continue working with our partners in labor to create a sustainable benefit system that we can afford not just now, but into the years ahead; and about why we should find a fairer way to fund public education, so that we can ensure dollars are going to where they are needed most.



*State of the State Address
Governor Dannel P. Malloy
Hall of the House of Representatives, State Capitol
February 7, 2018*

Mr. President, Mr. Speaker, Lt. Governor Wyman, and my fellow state officials, ladies and gentlemen of the General Assembly, members of the clergy, and all the people of our great state: thank you for the honor of inviting me once again into the people's House.

I want to thank the best Lieutenant Governor in the world, Nancy Wyman.

As always, let us thank Connecticut's brave men and women serving our nation here at home and around the globe.

And finally thank you to my wife Cathy, our children, and for the first time our granddaughter Grace Elizabeth for their love and support.

...

Historically, when I come before you to begin a new session, I spend much of my time focusing on our state budget and my ideas for keeping it in balance. This year, I began that conversation a little early.

On Monday I put forward a proposal to keep our budget in balance this fiscal year and next.

All of it will be geared toward building a more predictable budget and a more sustainable Connecticut economy.

We are in this together, and together we shall prevail.

Thank you. God bless you, and may God bless the great State of Connecticut.

And last week, I issued a detailed plan to shore up our Special Transportation Fund to the benefit of every business and every family in Connecticut. Those plans and their supporting legislation are now before you.

As always, there will be plenty of time throughout the session for us to continue our conversations about responsible stewardship of state resources. I plan to work with you on all those things. And to be sure, we have quite a lot of work to do.

But for this day, with this opportunity, and with this honor to address you once again, I'd like to do something different. I'd like to begin the 2018 legislative session by focusing our attention on just one thing. Something that is a simple concept, but also a bold aspiration.

I'd like to talk about fairness.

Fairness lies at the very center of our national origin, and our national purpose. It is part of the American promise – that if freedom means anything, it means a fair shot at a decent life for all people.

Fairness is also the compact we make with one another – in our homes, in our neighborhoods, and in our workplaces. It's the golden rule we teach our children: to treat others as you wish to be treated.

No matter your creed or culture, no matter when or how you or your ancestors arrived in this country, fairness is a common sensibility we all hold dear. It is a touchstone of what it means to be American. And here in Connecticut, the pursuit of fairness has been a constant throughout our history.

After all, Connecticut is the birthplace of John Brown, and Harriet Beecher Stowe.

Fairness inspired our state heroine, Prudence Crandall, when in 1832 she defied unjust laws by inviting black women from around the country here to Connecticut to be educated.

In 1869 fairness drove Frances Ellen Burr and Isabella Beecher Hooker to form the Connecticut Woman Suffrage Association, helping lead the way nationally in the fight to allow women to vote.

Here in Hartford, restaurant cooks and waiters sought fairness in 1902 when they formed Connecticut's first black labor union, fighting for their declared principles of 'living wages, justice, protection, and equal rights.'

And in 1943, fairness was demanded by the inmates of our Danbury prison, when they staged a 135-day hunger strike to protest racial segregation in their dining hall. Because of their efforts, Danbury became the first federal prison in America to have integrated meals among its inmates.

This common thread of fairness has woven its way through Connecticut's history, all the way to present times. In recent years, we have worked hard to ensure that when it comes to equity, justice, and basic compassion for one

another – our actions have lived up to our rhetoric.

We've been driven by Connecticut Fairness.

Connecticut Fairness recognizes that love comes in all forms. It's why in 2008 we became just the third state in our nation to legalize gay marriage.

Connecticut Fairness means fighting discrimination wherever we see it. It's why in 2011 we ensured that all people's rights were protected – regardless of their gender identity or expression.

Connecticut Fairness means that people should be valued in their place of work. It's why we were the first state in the nation to raise our minimum wage over ten dollars.

Connecticut Fairness means that we protect survivors of domestic violence. It's why in 2016 we prohibited the possession of a firearm for anyone who becomes subject to a temporary restraining order.

Connecticut Fairness means we don't punish children for the actions of their parents. It's why we passed the Connecticut DREAM ACT – to make sure that kids brought to this country by their parents still have access to affordable higher education.

And Connecticut Fairness means we help those most in need. It's why we've welcomed vulnerable people when other states would not – from our fellow citizens in Puerto Rico, to those fleeing war and poverty around the globe.

Simply put, Connecticut Fairness means we take care of one another – especially our most vulnerable. We reach out to one another across our great cities and towns, across our neighborhood streets, and across the aisle here in state government.

...

This year, I urge you to consider Connecticut's rich tradition of fairness in the context of a national and global landscape that is changing by the hour, leaving many of our constituents feeling anxious about their future, and about the future of their state and nation.

Too many people are falling behind financially, even as they work harder and harder. The gap between the rich and the working poor continues to grow.

Too many historically marginalized groups are still subject to harassment, oppression, and unequal treatment.

Too many of our fellow citizens are denied a real chance, let alone a second chance, at a good and productive life.

Too many people are embracing a newfound disregard for truth; it's a bizarre reality where facts are called fake, and the free press is mocked and maligned in a way that we have never seen before.

We find ourselves at a defining moment in our history, as a state and as a nation. We can no longer afford the luxury of silence, or the alluring comfort of the status quo.

This year, in the face of growing national inequity and unfairness, I want to begin a conversation about a series of commonsense changes we can adopt to advance our proud tradition of Connecticut Fairness.

I'm going to touch on a number of diverse topics that reach across the spectrum of services we offer our citizens. As I share them, I want you to keep in mind that each of these proposals builds upon work we have already begun together during the past seven years.

We won't be able to solve every problem or right every wrong, but together we can send a

signal to the rest of the nation – and indeed the rest of the world, that Connecticut leaders will always recognize injustice and inequity, and that we will meet it head on with compassion, with love, and with fairness.

...

Let's start with a basic human right that should never be out of reach for anyone. Let's talk about healthcare.

When the federal government finally gave Connecticut the chance to provide affordable healthcare to more of our citizens, Nancy Wyman got to work. Under Nancy's leadership, Connecticut has built one of the most successful healthcare exchanges in the nation. We've cut the number of uninsured people in half. Just this year, over 100,000 residents found their health insurance through our exchange.

But now, affordable healthcare is under assault in Washington. If we fail to act, premiums will rise, and lifesaving treatments will be put out of reach for more and more families.

Connecticut Fairness should mean keeping health insurance affordable for everyone. We must take action to ensure stability in our insurance marketplace and to contain premium costs for consumers. We can do something our neighbors in Massachusetts have already done on a bipartisan basis and under a Republican governor.

Together, let's pass a bill that preserves the most vital elements of the Affordable Care Act – including the individual mandate. Let's make it clear that in Connecticut, healthcare is a fundamental right.

And while we're working on health care, we can do one more thing: we can pass a law that ensures that, irrespective of what happens in Washington, birth control for Connecticut women will remain cost-free.

...

Connecticut Fairness also means that hard-working people should know that they will not lose their job just for getting sick. It's why in 2011 we passed the first 'paid sick' law in the nation. Since then, eight states and Washington DC have followed our lead.

A person should not worry about losing wages when they catch the flu.

A working parent should not need to choose between lost pay and taking care of a sick child.

And customers should not worry about being served by a sick employee.

This year, the opportunity is before us to improve our paid sick leave laws. Let's catch up with states that have now surpassed us on this front.

Together, let's pass a bill that closes loopholes, protects even more of our workers, and makes Connecticut a healthier place to live and to work.

...

Connecticut Fairness also means that as we worry about the health of our residents, we also need to worry about the health of their environment.

The science is indisputable. Our climate is changing – temperatures continue to rise, the ice caps continue to melt, and our weather is more severe than at any time in modern history.

In 2008, Connecticut set ambitious goals to reduce greenhouse gas emissions by the year 2020, and to the credit of many people in this chamber, we hit that goal eight years early.

In recent years, we've diversified the kinds of energy we use, bringing in more than a billion dollars in new investments in fuel cells and

other green energy and creating 13,000 new jobs along the way.

But we have to do more, because Connecticut Fairness means caring not just about our own immediate interests, but also about the interests of future generations. And the truth is, future generations face an undeniable threat: sea levels in Connecticut are now set to rise nearly two feet by the year 2050.

To help communities up and down our beautiful shoreline, we need to create a new comprehensive resiliency plan – one that gives Connecticut towns the tools and the resources they need to protect their residents.

And we can't stop there. We have to lower carbon emissions everywhere. We have to once again make Connecticut a national leader in green energy.

Together, let's create a new, more aggressive target for clean air. Let's mandate that by the year 2030, 75 percent of Connecticut energy is clean energy.

...

Connecticut Fairness also means that people across our state should have access to safe, affordable housing.

For too many working families, the cost of housing dominates their monthly budget. The simple truth is that no one should have to choose between a roof over their head or health care; a roof over their head or warm clothing; a roof over their head or nutritious food for their children. These are choices that no family should have to face.

It's why over the past seven years we've funded nearly 20,000 new units of affordable housing in Connecticut. It's why we worked so hard to make Connecticut just the second state in the nation to end homelessness among veterans, and why we have led the nation in the

fight to end chronic homelessness for all of our people.

We know that a diverse mix of housing creates better neighborhoods. It enables young people graduating college to move back to their hometowns. It allows seniors to remain in their communities. It lets teachers and police officers and firefighters actually live in the towns that they serve.

Unfortunately, there are still too many places in Connecticut where the supply of affordable housing is simply not keeping up with demand. We need to take action this year to build more housing. We need to incentivize cities and towns to develop more inclusive options for their residents.

We can do it by building upon the efforts of the bipartisan Fair Housing Working Group that has been focused on recommitting Connecticut to this important endeavor.

Together, let's pass a bill that ensures that all people have a place to live, regardless of their income or their zip code.

...

Connecticut Fairness also means that the well-being of our constituents always takes precedence over the desires of powerful special interests.

We've held true to this maxim before. During some of the darkest days in our history, in the aftermath of an unspeakable tragedy of senseless gun violence, state leaders emerged united and determined.

We passed bipartisan gun violence prevention laws that are among the strongest in the nation, and the people of Connecticut are safer for it. In fact, over the last four years violent crime has dropped faster in Connecticut than in any other state in the nation.

While Connecticut has done its part, Congress continues to capitulate to the demands of the NRA over the demands of the American people. It is not right, and it is not fair. We have a duty to build on our past work together, and to continue protecting Connecticut families.

After last year's horror in Las Vegas, Congress tried and failed to ban modifications that allow weapons to fire at machine gun-like speed. These devices are cheap, they are deadly, and they are completely and utterly unnecessary in our society today.

After all, it is only fair that small children not face terror in their schools; that churches remain places of worship, not scenes of violence; that concerts are venues for celebration, not carnage.

Surely, regardless of where each of us stands on the second amendment, we can all agree that no innocent person should know the terror of gunfire raining down on them at a rate of 90 bullets every ten seconds.

Together, let us do what Congress could not do. Let's close dangerous loopholes and ban bump stocks in the State of Connecticut.

...

Here's something else Connecticut Fairness recognizes: everyone deserves a legitimate second chance. This includes our youngest adults who are just beginning to build a life of their own.

Unfortunately, all too often, a young person's opportunity at a genuine second chance is unfairly derailed before they're even old enough to buy alcohol or rent a car.

The research is clear: the brains of young adults are still developing well into their twenties. And the fact is, under current law the infractions of the vast majority of young adults in our court system do not result in even a single

day of jail. And yet, simply appearing in adult court becomes an indelible mark on their record, potentially damaging them for life as they apply for college or a job.

In response, since 2010 Connecticut has twice raised the age for what constitutes a juvenile in our court system – not once, but twice.

The result has been less crime, fewer victims, fewer prisoners, and reduced cost for taxpayers. In fact, our efforts have been hailed as a national model for success. We know what works.

This year, it is time to take another measured, sensible step forward. We can ensure that young adults who have not fully matured are not branded for the rest of their lives for mistakes they made when they were young.

Together, let us pass a bill that offers Connecticut's young adults a real second chance. Let's give them classrooms instead of prison cells, and opportunity instead of incarceration.

...

Another thing that Connecticut Fairness entails is protecting a person's right to vote. Our democracy depends on open and fair elections, and Connecticut has a track record of protecting and expanding voting rights.

In 2012 we passed 'same-day registration' so that eligible voters could sign-up on Election Day and cast their ballot in the town in which they reside.

In 2016 we implemented one of the country's most comprehensive "motor voter" programs, making registration easier and more convenient.

But still, our modern lives and busy schedules don't always align with a 14-hour block of time for voting. People who work hard and follow

the rules should be able to express their most fundamental democratic right. That's why I will continue working with Secretary of State Denise Merrill and with everyone in this chamber to make voting more accessible.

Here's one simple but powerful way we can start. Together this session, we can pass a constitutional amendment that would allow all Connecticut residents to vote early for any reason.

And on this topic, let us not waste a moment in our effort to make voting easier and more accessible. Let's plan ahead. Let's look at best practices around the nation for increasing voter participation.

To that end, today I will issue an executive order directing my administration to explore and report on the feasibility and benefits of creating a 'vote by mail' system in Connecticut. Let's work together on this effort.

...

The final few ideas I want to share with you today are all squarely focused on furthering the cause of fairness in the workplace.

We can start with fair wages.

Holding a full-time job should afford a person a standard of living that meets their basic needs. In 2014 we led the nation by raising our minimum wage to more than 10 dollars an hour. But the truth is, over time, the cost of living continues to rise. Basic necessities like rent, food, and utilities continue to increase. As a result, family budgets are more strained.

We should be leaders on this issue once again.

Senator Looney, you have been a stalwart champion for working people in our state. I am committed to working with you and members of both chambers this session. Together, let's pass a bill that ensures another January does

not come and go without a raise in Connecticut's minimum wage.

I also want to focus for a moment on the more than 8,000 professionals caring for our loved ones who are elderly or disabled. These hard-working people do lifesaving work, and they do it 'in-home,' which is better for their patients and for Connecticut taxpayers. They deserve a livable wage, and to finally be covered for workers compensation.

A negotiated contract that will soon come before you for approval will do just that. It's the right and fair thing to do, and I urge you to support it.

...

Connecticut Fairness also means that people should be paid according to their know-how and their skill, not their gender or their race.

We know that asking for salary history disproportionately impacts women and people of color. When a person begins their career underpaid, they are unlikely to ever catch-up. That's why Connecticut took a stand against unfair compensation practices. Together, we passed a law prohibiting employers from silencing workers when it comes to salary.

But we have more work to do. On average, women in Connecticut still only earn 82 cents for every dollar that a man makes. For women of color, the disparity is even more glaring. Our moral compass demands that we do better.

This year, we should build upon prior successful efforts to promote fair pay. We should encourage employers to base their salaries on the qualifications of an applicant, the demands of a given job, and the value of that position in the marketplace – not on how much someone was previously paid.

I know that legislative leaders of both parties – as well as Senator Bye, Representative Porter

and others – are working hard on this topic, and I want to work with you. Together this year, let's pass a bill that helps make sure every person in Connecticut receives equal pay for equal work.

...

Connecticut Fairness also means that everyone has the right to feel secure and free of harassment in their places of work.

The fact is, most Americans spend the majority of their waking hours at work. It is also true that our places of employment often come with an innate power structure that can leave too many people vulnerable and open to abuse.

Far too many people have been denigrated, intimidated, and violated in their workplace. I want to applaud the legions of courageous women across our nation who have come forward to share their stories of sexual harassment.

The reality is we are long overdue for an honest reckoning over harassment in the workplace. There is an immediate need to change workplace culture – from small towns to Hollywood, from the mailroom to the boardroom, and from the jailhouse, to the statehouse, all the way up to the White House.

Very often, men see women first and foremost as our mothers, our sisters, and our daughters. But women are not simply a reflection of the men around them. Their value isn't defined by something external, but rather something innate – a basic human dignity we all possess, and that we must all recognize in one another.

That's why we need to hear the voices of the victims, we need to believe them, and we need to act.

This session, let's have a conversation about respect, about boundaries, and about basic human decency. Let's improve and expand

training in all workplaces, public and private. Let's empower bystanders to help stop harassment. Let's focus on changing our culture, not just changing compliance. And let's make sure these efforts endure beyond this year, and beyond this generation!

Together, let's pass a bill that moves this important conversation forward, because we know we can no longer wait.

Time. Is. Up.

...

My friends, as we begin another session together, I am reminded of my mother's words. She told me every day that we have an obligation to leave this world a better place for our having lived in it.

That is the obligation we all feel. It is why we ran for office in the first place. It is what led us into this chamber. It's our shared belief in Connecticut Fairness.

Together, we have the advantage. We have strength in numbers. Good people are never outnumbered. Not in this state, not in this nation.

Again and again this past year, in the face of growing anxiety across our nation and around the globe, we saw clear examples of our common humanity.

As minority groups have been marginalized and harassed, and as the government deports law-abiding residents, communities are banding together to say "no" and to demand that Congress take action.

As gerrymandering and voter suppression have taken root in far too many places, people who just a few short years ago would never have considered running for office are now putting their names on the ballot – and winning. They are standing up and demanding to be heard.

And as women from every walk of life have faced degradation from the highest office in our land, they are now marching en masse in some of the largest single-day demonstrations in our nation's history.

Let us offer a beacon of hope to all these people fighting on the right side of fairness.

We can hold fast to our common humanity. We can strive to be evermore inclusive, and evermore compassionate. We can stop the tides of prejudice and hate from washing away our progress and drowning our ideals.

Our fight to build a more just and more equitable society can never be deterred.

History will judge us by our action this year, this session, to build a better, fairer Connecticut.

So let's get to work.

God bless you, God bless America, and God bless the great State of Connecticut.



State of Connecticut
Office of Governor Dannel P. Malloy